

STATE OF UTAH

1999 ANNUAL REPORT

EDWARD BYRNE MEMORIAL
STATE AND LOCAL LAW ENFORCEMENT
ASSISTANCE GRANT PROGRAM



Commission on Criminal and Juvenile Justice
101 State Capitol
Salt Lake City, Utah 84114
(801) 538-1031

EXECUTIVE SUMMARY

I have often stated my belief that substance abuse is the root cause of many other social problems - including crime, health care costs, and violence. We cannot ignore the close relationship between drugs and violence. In fact, by addressing the drug problem we have the potential not only to reduce drug abuse, but to reduce crime and violence, and to increase the general public safety as well.

Governor Michael O. Leavitt

Utah's 1999 annual report for the Edward Byrne State and Local Law Enforcement Assistance Formula Grant Program is hereby submitted to the U.S. Department of Justice, in accordance with the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. 3711, et seq. Byrne funding enables Utah to respond to the most critical criminal justice problems and challenges it has faced during the last several years. This report documents the activities carried out under the formula grant program between July 1, 1999 - June 30, 2000 and confirms that the programs have been effective in impacting the problems which were targeted.

Michael O. Leavitt, Governor of Utah, designated the Commission on Criminal and Juvenile Justice (CCJJ) as the Utah agency responsible for coordinating and administering the Byrne grant program. Utah's allocation for the 1999 grant year was \$4,562,000 of which 58% was provided to local units of government.

Ten of the 26 Authorized Program Purposes were selected in order to target Utah's most critical criminal justice problems, including 1) drug enforcement; 2) white-collar crimes prosecution - usually linked to drug trafficking; 3) gang enforcement; 4) crime scene investigation enhancement and 5) diversion, treatment, and intensive supervision for adult and juvenile offenders. Funding was also provided to improve Utah's crime lab system, court system, and criminal history system.

Purpose areas were selected after consulting with State and local contacts, in particular the members of the Utah Commission on Criminal and Juvenile Justice; the Utah Substance Abuse and Anti-Violence Council; and the Utah Chief's and Sheriff's Associations.

There were usually at least two projects funded per purpose area. Due to the diversity of the projects, it was sometimes necessary to report on their activities individually rather than an overall "program" perspective.

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I. INTRODUCTION

Utah's *1999-2000 Drug and Violent Crime Enforcement Control Plan* designated ten of the 26 Authorized Program Purposes for funding. Byrne grant priorities in Utah have been targeting the problems associated with illegal drug activity; white-collar technology crimes, substance abuse

treatment; sex offender treatment, adult and juvenile criminal activity and violence; and overcrowded conditions in detention centers and jails. Programs that received funding supported multijurisdictional drug task forces; gang units; a white-collar technology forensic lab; crime scene investigations; offender diversion programs; drug treatment and intensive supervision projects for adult and juvenile offenders; crime lab enhancement; and criminal history upgrade projects.

The following summarizes the programs which were funded between July 1, 1999 to June 30, 2000:

- **Multijurisdictional Drug Task Forces** (Program Purpose #2) - Sixteen projects were funded, with 25 of Utah's 29 counties participating in a grant funded local task force. 2,616 drug-related arrests were made; 216 weapons confiscated; and \$621,000 in assets purchased with money from illegal drug sales were forfeited. This number is less than the value of assets forfeited during the last grant year by approximately \$100,000. A number of legislative proposals both locally and nationally have had a negative impact on seizures and forfeitures in Utah. In addition, an increasing number of items, that in years past would have been seized, are now contaminated with the chemicals used to produce meth and therefore are not forfeited but instead are removed to toxic waste disposal facilities. There were 1,034 arrests related to cannabis; 1,070 arrests related to amphetamine; and 264 arrests related to cocaine. Initiative B on the November 2000 ballot, if passed, will effectively eliminate forfeiture proceedings in Utah which will have a serious impact on task forces for years to come.
- **White-Collar Technology Forensic Lab** (Program Purpose #6) - The white-collar lab was fully operational in the 1999 grant year. They opened 77 new cases this past year and closed 60 of them. The lab produced 10 arrests and 4 convictions. The Lab also provided regional training throughout Utah in addition to training for the labs director. The 1999 grant year marked the second of four years for the project.
- **Juvenile Drug Court Program** (Program Purpose #10) - Utah's Juvenile Drug Court program is designed as an alternative to the minimum mandatory penalties for first time drug offenders and second time alcohol offenders. Juveniles who choose to participate in the program must commit to a six to twelve month program which involves community service, attending school, various writing assignments, random drug testing, and several other commitments. To date this program has been extremely successful.
- **Court Delay Reduction** (Program Purpose #10) - Utah's court system is moving forward with an effort to both speed up and routinize judicial case management throughout the state. This necessarily involves a shift in the philosophy of judges, attorneys, and local court executive as the courts, rather than attorneys, actively oversee and manage the pace of litigation. A consulting firm was contracted to lead this effort forward. Various instruments are being used to determine the current state of delay within the courts as well as individual court practices and procedures. Survey responses will be used as the foundation to develop and implement new case management principles and practices.
- **Domestic Violence & Drug Court Case Managers** (Program Purpose #10) Special courts have been established in Utah to deal with cases involving unique needs such as counseling and drug treatment which is often required to change defeating behavior patterns. Two such courts in Utah are Domestic Violence Court and Drug Court.
- **Corrections Treatment and Education Space** (Program Purpose #11) - Under the direction of the Utah Department of Corrections' executive director a greater focus is being placed on treatment and educational opportunities for inmates. It is believed, with justification, that providing treatment and educational opportunities we can close the revolving door of parolees returned to prison for technical violations. Grants funds utilized under this program are paying for materials and inmate labor to construct modular buildings which are used for treatment sessions and educational classes. 1999 funding year programs include: Non-Residential Sex Offender Treatment and Modular Treatment Program/Education Space. The nonresidential sex offender treatment program at the

Adult Corrections Day Reporting Center is providing various treatment options for offenders on probation or parole. The treatment received in this program takes a cognitive/behavioral approach to eliminating inappropriate and illegal sexual activity.

- **Treatment Programs** (Program Purpose #13) - Four programs were funded this year. Of the approximately 5,000 inmates incarcerated in the State of Utah, more than 80 percent have a history of substance abuse problems. If inmates are released into the community prior to receiving the substance abuse treatment, they will likely violate their parole and be returned to prison. The treatment programs provide therapeutic intervention to inmates in need of intensive substance abuse treatment through a residential treatment program. These programs also offer therapeutic intervention and other services to equip substance abusing offenders with cognitive, emotional and behavior skills necessary to choose and maintain a drug-free and crime-free lifestyle. A key components of these programs involves isolating inmates so intensive drug therapy can be provided in group settings.
- **Crime Lab Support Programs** (Program Purpose #15-A) - Funding was provided to support training and education efforts for the labs. Numerous equipment purchases were made this year to enhance the existing labs and to properly supply the northern lab in its new facility at the Defense Depot Ogden.
- **Criminal History Upgrade Programs** (Program Purpose #15-B) - Projects funded increased the disposition reporting rate for felony arrests between 1988 and 1997 to over 90 percent - a dramatic improvement compared to years past. Funding was also used to further Utah's effort of NIBRS development. Live scan equipment is being purchased for jails to allow the electronic transfer of fingerprint information to the state's repository thus eliminating duplication of effort and data-entry errors. The final phase of the Department of Corrections Offender tracking system project OTRACK is being aided by Byrne funds. The Department of Public Safety received a Byrne grant to upgrade the State message switch for sending and receiving data with NCIC/NLETS.
- **POST Curriculum Task Analysis** (Program Purpose #16) - Peace Officers Standards and Training (POST) is responsible for developing and administering curriculums necessary for training all law enforcement officers in Utah. Utah's training curriculum had not been updated since 1987 and since that time many new community and societal problems have emerged. New emphasis will be placed on community policing, violent crimes committed by juveniles, domestic violence, and drug interdiction and enforcement. This is designed as a two year program with the first year conducting the task analysis and the second year drafting the curriculum and course material.
- **Crime Scene Investigation/Emerging Technology** (Program Purpose #16) Grant funding has been used in this area to provide law enforcement with the skills, equipment and supplies to process crime scenes properly. Too often cases are lost due to inadequate or improper crime scene evidence collection, preservation, and/or investigation techniques. Agencies receiving funding in this area have provided training for their officers specific to handling crime scenes and evidence. A wide range of equipment and supplies have also been purchased to assist officers in the handling and processing of evidence.
- **Strategic Planning for Winter Olympics** (Program Purpose #16) Given the complexity of law enforcement, it is critical that administrators strategically plan for the future. Clear direction, specific program goals, and practical implementation guidelines allow administrators to evaluate successes and failures. This project sent Utah area venue commanders and planners to the Summer games in Sydney, Australia in Fall of 2000. The work they perform in Sydney will aid in their efforts to manage the 2002 Winter Olympic Games in Salt Lake City. The grant was extended for one additional year until June 30 , 2001 in order to finalize travel costs.

- **POST Firearms and Equipment Enhancement** (Program Purpose #16) - Police officers have perhaps the most difficult job there is considering each day may deal with issues ranging from public relations to the use of deadly force. In order to prepare and improve police recruits and in-service officers, Utah The center for Utah law enforcement training takes place at the Police Officer Training and Standards academy (POST). Any effective training facility will require occasional retooling remain an effective resource. POST was able to use 1999 Byrne funds to purchase FATS trainers, digital cameras, classroom remodeling and audio/visual aids to improve their effectiveness.
- **DPS Night Vision Technology** (Program Purpose #16) Until recently, the existing pilot night systems utilized an ambient light intensifier, also known as “night vision goggles” or “NVGs”. While the NVGs were effective in rural areas where light levels were relatively low, they couldn’t be used along the Wasatch Front because they would “wash out” in urban areas from too much light. The technology now exists that allows NVGs to operate in both high and low ambient light conditions without the system washing out. The new generation of NVGs allow the pilots and crew to fly the aircraft at night with a high degree of safety and effectiveness anywhere in the state. 1999 Byrne funds purchased two (2) pair of Night Vision Goggles (Anvis-9) and two (2) helmets on which to mount the binocular-type system. Funds are also requested to obtain NVG training.
- **Racial and Ethnic Fairness Task Force** (Program Purpose #16) The Utah Task Force on Racial and Ethnic Fairness in the Legal System (hereinafter referred to as “Task Force”) was established by the Utah Judicial Council in March 1996 to examine issues of racial and ethnic fairness within Utah’s criminal justice system. The Task Force is chaired by Supreme Court Justice Michael D. Zimmerman. There are two co-chairs, Third District Court Judge Tyrone E. Medley and John T. Nielsen, senior counsel for Intermountain Health Care and chairman of the Utah Sentencing Commission. The Task Force membership has approximately thirty members. Members include representatives from all aspects of the criminal justice system, including law enforcement officials, prosecution and defense attorneys, judges, corrections officials, and juvenile corrections officers. The Task Force also has significant representation from Utah’s communities of color. All of the members are influential in their respective organizations and are supportive of the Task Force objectives.
- **Alternatives to Detention** (Program Purpose #20) - Two jail diversion projects received funding under this program purpose during the 1999 grant year. These jail diversion projects have eased the problem of overcrowding at county jails. Low level offenders assigned to diversion projects provided thousands of hours of community service at parks, recreation areas, and other government facilities.
- **Gang Enforcement Projects** (Program Purpose #24) - Two projects are receiving Byrne funding to provide gang enforcement, suppression, and community mobilization. With training, officers were able to thoroughly investigate gang-related crimes, gather intelligence, and work within the community to address gang problems. An important component of these gang task forces has been establishing advisory boards consisting of civic leaders to educate youth, parents, teachers, and community members about gangs.

Coordination Efforts:

The Utah Substance Abuse and Anti-Violence (USAAV) Coordinating Council is mandated to set priorities and make recommendations to the Governor and Legislature annually. The Council consists of a 26-member executive body and four committees: Judiciary, Justice, Prevention, and Treatment. This is a broad-based council with representatives from the federal, state, and local

levels. The mission of the USAAV Council is to provide a unified voice for the establishment of a comprehensive strategy to combat substance abuse, illegal drug activity, and violence.

The Justice Committee members facilitate the planning, development, implementation, and evaluation of adult and juvenile justice services. They provide direction for more effective coordination and integration of services, and the efficient use of the resources available to Utah for eliminating substance abuse and community violence. Utah's "Open Meetings Law" requires that all government-sponsored meetings be open to the public, with announcements and agendas posted in advance.

The Attachment A and draft strategy was reviewed in particular by the USAAV Justice Subcommittee members as well as the CCJJ members. *In addition, input was obtained from the Utah Sheriff's Association, the Utah Chiefs of Police Association, and the Utah Legislature's Judiciary Interim Committee.*

The 1998 Utah State Legislature allocated State funds in support of community-based gang prevention programs. The Gang Suppression and Community Coordination Grant Program awarded \$100,000 during the summer of 1998 in the form of mini-grants to several programs statewide. This \$100,000 appropriation has become an annual state funded grant program. Coordination between Byrne and state funded gang projects has been conducted through the efforts of USAAV.

II. EVALUATION PLAN AND ACTIVITIES

Most grant programs are reviewed and evaluated through financial and narrative reports, and on-site monitoring. CCJJ's staff is very limited and unfortunately formal evaluations of our Byrne funded programs have not been as frequent as would be ideal. In an attempt to rectify this issue we have begun contracting with local Universities to provide formal evaluation of selected programs. Evaluations that have occurred, or are in process currently, are discussed within the body of this report. In addition to this effort, CCJJ restructured staff assignments allowing more time to be dedicated to evaluation of grant programs.

Grant management and fiscal management training is provided to each new grant director assigned to a project. The fiscal and clerical staff assigned to the projects are also trained. A grant management guide is provided to each director for ready reference regarding the management of Byrne grant programs. In July of 1998, CCJJ held its first ever Grant Management Training Conference which was attended by all of CCJJ's subgrantees (including Byrne). With the overall success of our first grant training session, CCJJ repeated the effort again in 1999, but required only first-time subgrantees to attend. Experienced subgrantees were encouraged to attend as many did. The same type of training will be made available in October 2000. Current evaluation activities and results are as follows:

- **Quarterly consortium and narrative report:** All projects are required to submit quarterly narrative reports and annual reports summarizing program accomplishments based on performance measures outlined in their grant application. The quarterly narrative reports include quantifiable data (arrests, drugs and assets seized, convictions, numbers of contacts made, etc.) In addition, they include subjective results (e.g., problems encountered during the quarter, unexpected community responses, etc.) and administrative results (e.g., equipment purchased, training attended, personnel hired, etc.)
- **Monthly and/or quarterly financial reports:** The project budgets are authorized after reviewing and scoring the grant applications, and awarding the grant. Financial Status Reports document expenditures in accordance with the approved budget, with the Commission reimbursing the projects for their expenditures. Program Income Reports are also required of projects that generate revenues from grant funded activities. Changes in budgets are allowed only with the approval of the program manager using appropriate documentation.
- **Annual site visits:** Project monitoring is an important component of Utah's evaluation strategy. A comprehensive monitoring report form was developed to confirm that all aspects of the grant projects are reviewed, ensuring compliance with federal rules and regulations. The program manager and grant financial monitor meet on-site with each subgrantee once a year. Using the monitoring report form, they determine compliance with federal regulations regarding record keeping, management of confidential funds, overtime, and fiscal management. Also reviewed during site visits are program goals and objectives and how the subgrantee is progressing at meeting their goals. Where necessary, recommendations are made on items that appear to need further attention by project personnel.

The grant financial monitor confirms the fiscal management by reviewing records and comparing them to expenditure reports, which have been submitted to CCJJ for reimbursement. All findings

are documented in writing, using the monitoring form. Copies are placed in individual project files for follow-up, and a copy is sent to the project director. Also a property inventory report, outlining equipment purchases made during the year, is required from each project at the end of the grant year.

- **Formal Evaluations:** CCJJ is very pleased to note that in September of 1997 Utah was selected to participate in the Byrne Evaluation Partnership Program funded in part by BJA. This evaluation is being conducted by the Social Research Institute at the University of Utah under the direction of Dr. Steven Harrison. Three of Utah's Byrne funded programs are being looked at in this evaluation: 1) Juvenile Drug Courts - 3rd District Juvenile Court; 2) Non-Residential Sex Offender Treatment - Department of Corrections; and 3) Electronic Diversion and Work Program - Salt Lake County Sheriff's Office. This project reached the end of its three year funding cycle with the close of the 1999 Byrne grant year. A comprehensive report on each the three subject areas is included in the Supplemental Information section at the end of the 1999 annual report.

State Administering Agency:

Michael O. Leavitt, the Governor of Utah, designated the *Commission on Criminal and Juvenile Justice (CCJJ)* as the Utah agency responsible for coordinating and administering the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. Usually 2-3 percent (\$100,000) of each years allocation is earmarked for administrative costs.

The grant program manager assigned by CCJJ to the Byrne grant spends approximately 70 percent of his time on the program. The remaining 30 percent of his time is spent managing the Law Enforcement Block Grant program, the Bulletproof Vest Program, and State Identification Systems Program. This individual is responsible for the day-to-day management of the Drug Control and System Improvement Formula Grant Program.

Responsibilities include consulting with various criminal justice contacts regarding Utah's annual drug and violent crime strategy and workplan; developing all required grant applications and reports; developing grant application kits; announcing the availability of funds; reviewing and scoring grant applications on an annual basis, and making awards in conjunction with a review committee; processing all paperwork involved in establishing grant programs; authorizing grant change requests from subgrantees; and monitoring all grant programs.

Other CCJJ staff provide program support to the Byrne grant program on a part-time basis. One program specialist is responsible for the fiscal monitoring of the grant program, ensuring that requests for financial reimbursement are accurate, and that proper documentation exists for reimbursements. This individual spends up to 45 percent of his time on this responsibility.

The CCJJ fiscal officer spends 5 percent of his time in support of the grant program, mainly in processing grant reimbursements. One half-time secretary spends approximately 45 percent of her time with the grant program, assisting with the compilation of applications and reports; inputting IPR information; and setting up new subgrantee files. The CCJJ executive director spends up to 5 percent of her time with grant related issues (defining current drug and violent crime problems; discussing the workplan allocations; making contacts regarding legislation, etc.).

The following chart summarizes CCJJ staff resources provided in support of the Byrne grant program:

Staff Resources for Administration of the Byrne Formula Grant Program		
	(Number) of FTE Employees Working on the BJA Formula Grant Program	(Number) of FTE Employees Funded by BJA Formula Grant Administrative Funds
Staff Agency Head	(1) - 5%	-0-
Program Director/Manager	(1) -70%	(1) -70%
Program Specialists	(1) - 45%	(1) - 45%
Fiscal Staff	(1) - 5%	(1) - 5%
Secretarial Staff	(.5) - 45%	(.5) - 45%
Evaluation Staff	(1) - 25%	-0-
Statistical Analysis Center (SAC) Staff	(1) - 5%	-0-

III. SUMMARY OF PROGRAMS

Federal funding provided by the **Omnibus Anti-Drug Abuse Act of 1986**, and the subsequent amendments to the Act, has allowed Utah to greatly enhance its criminal justice system efforts. Grant funding in the amount of \$4,562,000 was awarded to Utah, most of which was allocated to state and local programs between July 1, 1999 - June 30, 2000 (also referred to as grant year 1999). The following narrative summarizes the program activities for Utah's Byrne grant programs.

MULTIJURISDICTIONAL DRUG TASK FORCES *(Purpose #2 - Sixteen projects - \$1,960,662)*

Program Goals:

- Remove specifically targeted narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.
- Promote and foster the exchange of confidential information and intelligence on drug dealers between local, state, and Federal criminal justice agencies.

Program Objectives:

- Investigate, prosecute, and convict narcotics conspirators.
- Reduce fractional and duplicative investigations and prosecutions.
- Enhance the recovery of criminal assets acquired with funds traceable to criminal activities.

Program Activities/Components:

Sixteen multijurisdictional task forces received funding during this reporting period to enhance drug law enforcement. Some units concentrated on street-level drug enforcement while others concentrated on mid-to-high-level drug enforcement. The counties involved in Utah's sixteen task forces during 1999 and 2000, are listed below by task force:

Box Elder	Kane
Cache/Rich	Salt Lake/Summit
Carbon	Sevier/Wayne/Piute/Sanpete
Davis	Uintah/Duchesne
Emery	Utah
Grand/San Juan	Wasatch
Iron/Garfield	Washington
Juab	Weber/Morgan

During the '98 grant year the ground work was laid for three additional task forces to come online. As task forces that cover large geographical areas come under pressure to more effectively serve

smaller communities, independent task forces were established in Emery and Box Elder Counties. Juab County came on line with a task force starting July 1999.

Drug task forces have been funded in Utah since 1988 and are still given the highest priority for funding in the state. Officers assigned to these units utilize informants, Tip-a-Cop lines, surveillance, trash covers, and Knock and Talk strategies in order to target and arrest drug dealers and users. School enforcement involves enforcing drug free school zones, placing undercover agents in high schools, and arresting drug dealers who target youth.

Methamphetamine is now the most popular and prevalent drug in Utah. Drug users report that Meth provides a much better and longer "high", as a result many users have switched from cocaine to meth, especially since meth prices have come down in recent years. Another drug trend of concern during the past few years is the increasing availability of Heroin, due in part to the price remaining constant at \$80/quarter gram. The following summarizes the amount Utah drug users are willing to pay for street-level drugs on average:

- Cocaine - \$60-\$100 per gram; \$140-\$190 per 1/8 ounce; \$16,500-\$23,000 per Kilo
- Crack Cocaine - \$50-\$70 per gram
- Marijuana - \$100-\$160 per ounce
- Methamphetamine - \$70-\$90 per gram
- LSD - \$5.00 per hit or \$200 per sheet
- Heroin - \$2,800-\$3,000 per ounce

Performance Measures/Evaluation Methods:

- Number of arrests by drug offense
- Number of arrests by type of drug
- Amount of drugs confiscated by type of drugs
- Number and value of drug-related property seizures

Program Accomplishments/Evaluation Results:

The following tables summarize task force activities for **July 1, 1999 through June 30, 2000**, documenting the effectiveness of Utah's drug task forces.

TABLE 1
TASK FORCE ARRESTS BY TYPE OF OFFENSE:

POSSESSION	DISTRIBUTION	CULTIVATION	OTHER(a)	TOTAL
1,279	862	131	344	2,616

(a) Includes the following Consortium Project offense type categories: Buying, Cultivating/Manufacturing, Transporting/ Importing, Using/Consuming, and Other.

TABLE 2
TASK FORCE ARRESTS BY TYPE OF DRUG:

AMPHETAMINE(c)	CANNABIS(b)	COCAINE(a)	OTHER(d)	TOTAL
1,070	1,034	264	248	2,616

- (a) Includes "Crack".
- (b) Includes Hashish.
- (c) Includes other stimulants.
- (d) Includes the following Consortium Project drug type categories: Heroin, Other Opiates, Hallucinogens, Barbiturates, Other Depressants, Other, and Unknown.

TASK FORCE ARRESTS PROFILE

DEMOGRAPHIC	ACTUAL	PERCENT
Male	1,982	75.8%
Female	634	24.2%
Total	2,616	100.0%
Adult	2,449	93.6%
Juvenile	167	6.4%
Total	2,616	100.0%
Caucasian	2,106	80.5%
Hispanic	395	15.0%
African/American	54	2.0%
Native American	28	1.0%
Other	36	1.5%
Total	2,616	100.0%

TABLE 3
TASK FORCE DRUG REMOVALS BY TYPE OF DRUG: (a)

COCAINE (b)	CANNABIS (c)	AMPHETAMINE (d)	HALLUCINOGENS (e)	OTHER (f)
95.11 kg	786.95 kg	45.99 kg	7.77 kg	9,676 Plants

- (a) Hallucinogens, Barbiturates and Other measured in dosage units (DU); all others in kilograms (kg). Does not include marijuana plants removed. Does not include dosage units reported for drugs other than Hallucinogens, Barbiturates and Other.
- (b) Includes "Crack".
- (c) Includes Hashish.
- (d) Includes Other Stimulants.
- (e) Includes Other Hallucinogens
- (f) Reported as "other drugs" on task force Consortium Project reports.

TABLE 4
NUMBER OF TASK FORCE ASSET SEIZURES BY TYPE OF ASSET:

Type of Asset	Total Number Seized
Vehicles	453
Currency	352
Weapons	216
Properties	0
Other	71
Total	1,092

TABLE 5
ESTIMATED VALUE OF TASK FORCE ASSET SEIZURES BY TYPE OF ASSET:

Type of Asset	Estimated Value of Assets
Vehicles	\$ 1,178,930
Currency	\$ 691,401
Weapons	\$ 14,312
Properties	\$ 0
Other	\$ 31,962
Total	\$ 1,916,805

TABLE 6
ESTIMATED VALUE OF TASK FORCE ASSET FORFEITURES BY TYPE OF ASSET:

Type of Forfeiture	Quantity of Forfeitures	Estimated Value of Forfeiture
Currency	248	\$ 334,194
Vehicles	266	\$ 221,764
Weapons	6	\$ 685
Properties	0	\$ 0
Other	139	\$ 64,382

Total	659	\$ 621,025
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Asset Forfeitures

For the second year in a row Utah experienced a decrease in forfeitures. During the 1999 grant year, Utah saw a total of \$621,025 in grant funded task force forfeitures compared to \$728,525 the previous year. These forfeited funds, over half of which represents currency seized in proximity to illegal drugs, may evaporate altogether in the spring of 2001. Due to the efforts of a very vocal minority of anti-law enforcement citizens and funding from a major non-state donor, Initiative B "The Private Property Protection Act", will appear on Utah's November ballot. This initiative will effectively eliminate forfeiture proceedings in the state should it pass. Some of the proposed changes to state law include:

- a) jury trials for all forfeiture cases;
- b) holding law enforcement officers personally liable for three-times the damages in forfeiture cases;
- c) payment of all defense costs from the proceeds of forfeited assets;
- d) require the balance of all forfeiture revenues be deposited in the Utah Uniform School Trust fund (local agencies and task forces would not be allowed to keep forfeiture proceeds);
- e) Utah law enforcement agencies would not be permitted to file drug or forfeiture cases in the federal court system;
- f) Utah agencies would not be permitted to participate in the Federal Forfeiture Sharing program; and
- g) the evidence standard would be changed from "preponderance" to "clear and convincing".

Though efforts have been made by many criminal justice agencies within the state to defeat this initiative it appears to be headed to victory according to local polls. The impact of this initiative and the resulting change in state law will be significant for Byrne funded drug task forces. Several of Utah's sixteen task forces use forfeited funds to meet the 25% local matching obligation to receive grant funds. Others use forfeited funds to cover the cost of officer overtime or to purchase much needed equipment, such as encrypted radios, in an effort to ensure officer safety.

CCJJ and USAAV have a ten year history of addressing legislative proposals to reform the forfeiture process in Utah. Good faith efforts have been made by the criminal justice community, in particular law enforcement, to address outstanding concerns without a drastic measure such as this initiative. Unfortunately, those opposed to forfeiture in general have not been satisfied with the progress made over the years and are trying, once and for all, to eliminate the process.

As outlined in our annual report last year, the Utah Legislative Auditor General's Office conducted an extensive performance audit on forfeiture practices in Utah. The conclusion of the audit was very positive for law enforcement indicating auditors could find no significant abuses within Utah state cases.

Members of the audit team were able to investigate numerous alleged instances of law enforcement abuse. Stories and accusations of misuse raised by opponents to forfeiture were reviewed in detail from police reports, court documents and interviews with a final conclusion that misuse of law enforcement authority is an anomaly.

The final audit report provided several useful recommendations to the Utah legislature. Those recommendations were considered and moved forward in draft legislation that was presented during the 2000 session of the state legislature. Changes included in this bill would have:

- a) Codified accounting and record keeping to include elected official's oversight for expenditures of forfeited property tracked in separate special revenue funds.
- b) Clarified language on the appropriate use of forfeited funds directly related to "law enforcement controlled substance enforcement", and more specifically defining what "enforcement" could entail.
- c) Placed limits or a cap on the amount of forfeited dollars that may be accumulated in a given period of time.

The full audit report (number 99-09) is available for viewing or downloading at the Legislative Auditor's web site: http://www.le.state.ut.us/demo/audit/99_09rpt.pdf.

Task Force Points of Interest:

Pipeline Cases

Due to Utah's unique location as the "crossroads of the West" we continue to handle a growing number of drug "pipeline" cases. Interstate 15, which runs North and South through Utah, stretches from Los Angeles on the South to the Canadian border on the North. Interstate 80 crosses Utah from East to West and stretches from the East coast to the West coast. And finally, the West end of Interstate 70 terminates at I-15 in the central region of the state. These roads provide drug traffickers from the Southern U.S. ready access to Utah communities as well as large population centers in the Midwest. The following is a sample of cases where large volumes of illegal drugs have been seized:

- 110,000 MDMA pills en route to Provo, Utah for local distribution originating in Amsterdam and shipped through various commercial carriers in France, Spain, Germany, and New York.
- 13 ounces of powdered MDMA originating in Los Angeles destined for St. George, Utah.
- a 55 gallon drum of GBL destined for Ogden, Utah to an individual who has been identified as a major distributor of club drugs and who actively promotes and finances rave parties throughout Utah.
- 4 pounds of heroin found in a car traveling East on I-70 in Central Utah from Southern California to St. Louis, Missouri.

Methamphetamine Laboratories

As outlined above, methamphetamine has grown to become Utah's drug of choice. According to 1999 ADAM (Arrestee Drug Abuse Monitoring Program) data, Utah ranks 3rd in the percentage of arrestees who test positive for meth at 25%. Another indicator that meth use is extraordinarily high in Utah are admission rates for meth treatment. Current admission rates are at 82 per 100,000 population compared with the national average of 29 per 100,000. Meth use among Utah's female population has increased dramatically as well, from 16.3% in 1997 to 22.8% in 1998. This increase makes meth the second most prevalent drug of abuse among women, second only to alcohol.

The 1999 Utah Legislature identified the toxic fumes and chemical waste created by the illegal manufacturing of methamphetamine and other dangerous drugs as a serious risk to human health and the environment. In previous sessions laws have been enacted which restricted the purchase

of precursor chemicals used in the production of meth. During the 2000 legislative session a bill was presented to establish legal cleanliness standards for structures once containing a meth lab. This bill outlined what “clean” is considered to be in Utah as well as the procedures a homeowner or business must follow in cleaning up the site once contaminated. Unfortunately, this bill was not passed by the legislature largely due to the cost associated with cleanup. The estimated average cost of decontaminating a single drug lab site has been calculated at anywhere from \$3,000 to \$ 5,000 (about \$55 per square foot), but may be as high as \$10,000 to \$20,000 for a larger lab. During the summer of 2000 amendments were made to the original bill in an effort to meet the concerns expressed during the session. A second attempt to pass this legislation will be tried during the 2001 session.

From July 1, 1999 to June 30, 2000, 266 illegal drug labs were seized in Utah, most related to manufacturing methamphetamine. Compared to last year's 240 labs this number hopefully represents a leveling off in Utah meth labs. It is believed that recently enacted precursor laws have had a positive impact in the accessibility to chemicals needed in the production process. However, it has also been noted by several of the state's rural drug task forces that they are seeing an increase in meth labs. Those being arrested in rural areas indicate they have moved their operations out of the urban communities due to increased enforcement.

The other side of the meth issue is the foreign source of the drug and in Utah this is Mexico. Utah has witnessed an alarming increase in the availability of Mexican Meth. Of particular concern with the Mexican meth is that it is typically sold through an organized distribution network. Where the typical “meth cook” will generally prepare enough of the drug to support their habit and the habit of a few close associates, the Mexican distributor is seeking to gain control of a portion of the marketplace while generating a profit. These organizations eventually become entrenched in the community and legitimize their appearance by laundering profits in seemingly legitimate business ventures. These organizations also use intimidation and violence to secure their place in the marketplace. The organizations here in Utah are also poly-drug in nature in that they have meth, cocaine, heroin and marijuana available for distribution.

Most of the State's drug task forces have been working in partnership with the DEA on Meth lab cases and are now requesting and receiving overtime compensation through the Rocky Mountain HIDTA, of which Utah is a member state. This funding has provided, and will continue to provide, additional tools with which to fight the war on drugs in Utah. A number of law enforcement agencies, including task forces, in rural areas of the state have not had sufficient man power or financial resources to adequately work methamphetamine lab cases. Additional funding through HIDTA has allowed these agencies to become more aggressive in addressing the lab issue in their jurisdictions.

Date Rape Drug

Utah continues to see an increase in the prevalence of GHB (Gamma Hydroxy Butyrate). This drug has been available as a health food supplement for years. Law enforcement officers are only now beginning to understand the effects and recognize the problems associated with GHB. Along with this increase in availability, Utah has seen an increase in the number of rape cases where it has been suspected GHB was involved. Utah's first “GHB rape case” ended in acquittal due to an unfortunate lack of evidence. The drug is impossible to detect if evidence is not taken from the victim within a few hours of ingestion. Many times the victims sleep for an extended period of time and are unable to give law enforcement time to collect needed evidence.

The USAAV Council is attempting to bring more public awareness to this issue. It is increasingly recognized that the issue of date rape drugs, Ecstasy, Ketamine, MDMA, GHB, GBL, Rohypnol and other “club drugs” are a phenomenon that cannot be addressed by law enforcement alone. These drugs are so easy to secure, hard to detect, and readily available at raves and dance clubs that enforcement is almost impossible.

Utah Crime Reduction Plan

During the 1999 General Session of the Utah State Legislature, House Bill 145 was passed which appropriated \$150,000 to the Commission on Criminal and Juvenile Justice to conduct a statewide Crime Reduction Conference and to establish a grant application process wherein state and local law enforcement agencies could apply for funding to create or implement their own crime reduction plan.

The statewide conference was held in St George, Utah on September 22, 1999. To prepare for this conference every law enforcement and criminal justice agency in the state received a survey asking them to list their specific crime problem from the worst to the least. 84% of Utah’s population was covered by an agency returning a Crime Reduction Survey. This allowed our research staff to compile a summary of the major crime problems in Utah. They fell into these four main categories;

- Drugs and Related Crime
- Family and Community Safety
- Information Systems and Communication
- Justice System Accountability

The most common response from the surveys was drug related problems. Most prominent among these drug issues was methamphetamine (Meth). This included the decontamination of meth lab sites. Control meth precursors (or ingredients used for production of meth), and controlling the use of meth. Other drug related issues included the tremendous amount of property crime associated with drug offenders, school related drug and alcohol abuse, and repeat/chronic drug offenders.

In the draft report of the Crime Reduction Plan the vision of this plan is stated as saying, “We envision a unified justice system that serves the community and instills public confidence and support. It is a system that: ensures the safety and security of all citizens; provides assistance for victims; and affords a just process for those who violate societal norms. The system is founded on the principles of respect for diversity, timely and equal access to services, and a comprehensive approach to criminal and juvenile justice that includes prevention and rehabilitation.”

The overall mission of Utah’s Crime Reduction Plan is to decrease crime and victimization while protecting the rights of individuals. As a result of the crime reduction process and many meetings conducted with law enforcement throughout Utah, CCJJ has reaffirmed its commitment to continue funding multi-jurisdictional drug and gang task forces. We are also taking a more aggressive approach to utilize Byrne funding in the area of technology. In a recent decision by CCJJ Utah will increase our allocation of Criminal History Improvement funds from 5% to 10% in the FY 2000 grant year.

Coordination Among Task Forces

In an ongoing effort to promote and foster the exchange of confidential information and intelligence on drug dealers between task forces, CCJJ began sponsoring quarterly task force commander's meetings early in 1999. Six quarterly meetings have been held to date which have been very well attended by all commanders with a format proven to be productive and informative. For the first time in years all of the state's drug task force commanders know each other and call for information, requests, and other items on a regular basis. One of the greatest problems faced by rural task forces - that of getting quality informants - has been significantly improved with the sharing of informants between task forces.

Topics have included, Initiative B, the forfeiture audit (outlined earlier in this report) and the establishment of statewide standards for seizure and forfeiture of property, future funding of task forces through the Byrne grant, sharing information electronically through the Utah Law Enforcement Information Network, investigative tactics and informant development, prosecution of meth lab cases, drafting search warrants, handling problem employees, and other current issues.

WHITE-COLLAR TECHNOLOGY FORENSIC LAB *(Program purpose #6 - \$64,731)*

Program Goal:

Establish a technology forensic lab for the use of law enforcement agencies in Utah to investigate and prosecute white-collar criminals.

Program Objectives:

- Create and maintain a technology forensic lab.
- Hire and train one investigator in the investigation and use of technology in white collar crime.
- Secure computers, scanners, and other technical equipment used to investigate and prosecute white-collar crimes.
- Utilize training and equipment in cases brought by the Utah Attorney General's office and other law enforcement and prosecution agencies throughout Utah.
- Develop a system for law enforcement agencies to refer cases to the lab for investigation.
- Provide expert testimony in court proceedings on an as needed basis.

Program Activities/Components:

With an increased use of computers and modern technology more and more criminals are moving into "high-tech" methods of committing crimes. Over the past five years Utah has witnessed an increase in the number of white-collar crime cases being investigated. This increase in case load has been matched with an even greater increase in the number of hours required to complete investigations due to the volume of records involved. In one recent case the Attorney General's Office secured 26 archive boxes of records in one search warrant. The investigation created another 12 boxes of records. Having the technology necessary to scan, sort and store these volumes of documents is becoming essential in the investigation and prosecution of white-collar cases.

The use of computers has become a key for most white-collar criminals in conducting business. Many criminals have reached a point of sophistication that their computers are programed with security devices, bugs, and "time bombs" which will automatically destroy any information

contained on the hard drive if preset security procedures are not followed. Establishing a technology forensics lab will provide Utah with the computer expertise and technology to secure these computers and retrieve information necessary to build a case against these types of criminals.

Performance Measures/Evaluation Methods:

- Number of cases submitted and completed
- Computers, CPU's, hard drives, and disks analyzed and processed
- Reduce the public's dollar loss due to financial fraud
- Number of cases in which lab is able to assist other law enforcement/prosecutions agencies
- Number of arrests and convictions
- Average length of time to complete examinations/cases
- Continued training for forensics examiner
-

Program Accomplishments/Evaluation Results:

The white-collar forensic lab grant was awarded July 1, 1998 and its first year was largely consumed with start-up activities. Since a "forensic specialist" was a new position in state government, the Department of Human Resource Management had to complete an extensive review and justification process that consumed eight weeks. Once the position was established, the job was posted. Several applicants applied and on January 15, 1999 Norman Bender was hired to fill this position.

Mr. Bender is a 26-year veteran of the FBI, spending his last 15 years as a computer forensic specialist/investigator. Hiring Mr. Bender had several significant benefits. First, his tremendous prior experience allowed the lab to begin operations without costly delays for training or the challenges associated with inexperience. Secondly, Mr. Bender came to the position certified as a forensic computer specialist by the FBI and the International Association of Computer Investigative Specialists. Thousands of dollars were saved not having to send a new investigator to costly schools for training and certification. Mr. Bender began his employment on March 6, 1999 and after testing to become a certified Utah peace officer work at the lab began in earnest in May 1999.

The lab is currently housed in the Criminal Investigation Bureau of the Utah Department of Public Safety (DPS). DPS has assigned a full-time investigator to assist in white-collar crime investigation. The relationship between both investigators has been successful and beneficial. Computer equipment outlined in the grant application has been ordered and received including computers, printers, scanners, additional hard drives, a magneto optical drive, copying devices, software, supplies and various other minor items.

As of the end of the 1999 grant year the lab had closed 60 cases and still had 38 active cases ranging from theft to child pornography to tax fraud. The Utah AG narrowly missed their objective of 80 case referrals for the 1999 grant year with 77 new cases from 7/1/99 thru 6/30/00. Most of these cases were a result of assisting up to 28 state, county and local agencies in 73 separate cases. While working these cases the lab has analyzed 128 CPU's, 179 hard drives, and more than 1130 Discs and CD's. So far 10 arrests have been made with 4 convictions.

An additional benefit of this lab has been a decrease in liability for the Attorney General's Office.

Prior to the creation of the lab when computers were seized in conjunction with an investigation it often took agents one to six months to extract information from the computer drives before returning them to their owners. In one case the business owners went out of business and filed for bankruptcy claiming the Attorney General's Office shut them down because computers seized were essential for day to day business operations. With the technology and expertise provided by Byrne grant funding computers are often returned to their owners within two days.

On going training is a necessary component for any project. This is particularly true when dealing with information technology issues. The Utah Technology Forensic Lab is providing training to state agencies on white collar crime investigations. This grant period produced 6 training sessions including the Utah Chief's and Sheriff's Association providing a statewide training impact. Norman Bender was able to update his own training this grant year by attending two training sessions including: International Association of Computer Investigator Specialist Certification Training and Car Stop, Search and Seizure Training.

JUVENILE DRUG COURT PROGRAM *(Purpose #10 - One project - \$68,263.63)*

Program Goals:

- Reduce or prevent further drug and/or alcohol use by court involved, targeted high-risk youth.
- Facilitate appropriate placement in a prevention or treatment setting.

Program Objectives:

- Target first-time drug, and second time alcohol juvenile offenders, resulting in a reduced number of juveniles involved with drugs and alcohol in the criminal justice system.
- Increase the client's knowledge of substance abuse prevention and/or to increase their involvement in therapeutic counseling, whether it be outpatient, residential, or inpatient care.

Program Activities/Components:

Clients will be assessed through an in-depth evaluation process determining their level of risk to substance abuse, their current need for prevention or treatment services, and to assess their level of family functioning. Clients will be reviewed in court every four to six weeks, thereby giving the judge, court worker, parent, and youth a chance to evaluate their progress in the program and resolve any problem areas in a timely manner. Clients are subject to random drug testing and will have a probation officer assigned to track their performance in school, community, at home, and with assigned court orders. Clients will also be referred to community-based drug and alcohol education programs.

Performance Measures/Evaluation Methods:

- Number of targeted youth served quarterly.
- Recidivism rate of targeted youth and program graduates.
- Decrease in positive drug screens.
- Increased school attendance.
- Improved family functioning measured by pre and post tests.
- Number of clients referred to community-based programs and successful completion.
- Number of clients successfully discharged from substance abuse treatment setting.

Program Accomplishments/Evaluation Results:

Utah's Juvenile Drug Court program is designed as an alternative to the minimum mandatory penalties for first time drug offenders and second time alcohol offenders (misdemeanors only). Mandatory penalties for such offenses include 20 to 100 hours of community service, \$150 fine, suspension of the driver's license, and a drug or alcohol conviction on the juvenile's legal record. The Drug Court is a six to twelve-month program in which youth have the opportunity to work toward having their drug or alcohol related offense(s) dismissed. In admitting the allegation(s), the juvenile's plea is held in abeyance and they are given various orders with which to comply. Standard orders in drug court include, 60 hours of community service per drug offense, writing a research paper regarding current trends in drug use, an essay on their life goals, a book report on an assigned substance abuse related novel, as well as random drug testing, school attendance, attendance at drug court speaker's bureau, and no new referrals.

The Drug Court Speaker's Bureau is held monthly and professionals from the community are asked to volunteer their time to speak to the youth and their families about how substance abuse has affected their lives. During the past year speakers have come from Mothers Against Drunk Driving, the Drug Enforcement Administration, adult drug court participants and staff, the Utah medical Examiner's office, and hospital emergency room staff.

During the past year 57 youth were diverted from mandatory penalties by entering the Drug Court program. 43 youth graduated from the program, while the rest of the participants are still completing program requirements.

On average, 33 youth were served each quarter. In total, program participants who recidivated during the program was one. The recidivism rate of program graduates since the inception of the program (including prior to the Byrne grant) is 37%, or, more precisely, 21% for drug/alcohol referrals and 16% for other offenses. There have been 234 total graduates of which only 86 have recidivated. The recidivism rate for participants graduating during the grant year is 36%, or 12% for drug/alcohol referrals and 24% for other offenses.

In addition, there were 54 youth referred to educational classes all of which completed their class requirements, and 3 youth were referred to and discharged from treatment programs.

On going program activities during the year included a program called Positive Solutions. This program is designed to teach social and coping skills with interactive activities. It is a twelve-week program for those participants who require additional services. Positive Solutions has been nationally recognized as an effective intervention.

As a result of making juvenile drug court a 12-month program, they have experienced a reduction in new clients determined to be chemically dependant for each quarter of the program year. However, this decision was made because it became apparent that six months was not adequate time to change behaviors in those who were more entrenched in the chemical addiction process. Further, the number of active clients each quarter remained consistently high.

Drug court has impacted the juvenile problem by serving fifty-seven youth who normally would have been assessed the mandatory penalties for their drug/alcohol offenses. Thus, these youth would have received no services had it not been for Drug Court. The court has also completed

intake interviews on an additional 117 clients passing treatment recommendations on to the family and, if appropriate, the judge who will adjudicate the offense.

Byrne Partnership Evaluation Project: (Interim report included in the appendix)

As part of the evaluation project funded by BJA and CCJJ the University of Utah Social Research Institute has completed and issued a final report on the Juvenile Drug Court Program. A copy of this report is included in the appendix of this document. Programs' strengths identified in the report are: 1) The Juvenile Drug Court (JDC) has a statistically significant impact on alcohol and drug (AOD) charges at one year follow up. The Juvenile Drug Court program continues to have an appreciable impact on AOD charges at two year follow-up. 2) The JDC has a statistically significant impact on non-AOD criminal charges at one and two year follow-ups. 3) Graduation from JDC program has a statistically significant effect for preventing secure detention placements at one and two year follow-ups. 4) The JDC program appreciably prevents the Division of Youth Corrections (DYC) custody placements at one year follow-up. At two year follow-up the JDC program has a statistically significant effect for preventing DYC custody placement.

COURT DELAY REDUCTION PROJECT (Program purpose #10 - \$70,035.50)

Program Goal:

Improve the management of case processing in Utah's courts to reduce delay thereby enhancing public confidence and providing better service to the users of the court system.

Program Objectives:

- Hire one individual to coordinate and oversee the implementation of the delay reduction program.
- Conduct an initial assessment of current delay within the court system.
- Consult with judges and court officials to determine case processing principles and guidelines that could apply to courts across judicial districts.
- Present guidelines along with any necessary rules and statutes to the Utah Judicial Council for adoption by the courts.
- Provide orientation and training to the judges and bar members about the new case management model.
- Develop and reinforce case management responsibilities as one of the primary duties of the local trial court executives.
- Implement new case management processes.

Program Activities/Components:

The proposed program would be an effort to both speed up and routinize judicial case management in order to reduce delay. This would necessarily involve a shift in the philosophy of judges, attorneys, and local court executives. The term "case management" implies that courts, rather than attorneys, should actively oversee and manage the pace of litigation. Case management covers a broad range of activities designed to coordinate court processes and resources to move all cases from filing to disposition in a timely manner. Some of its purposes are to enhance the quality of litigation, ensure equal access to the adjudicative process for all litigants,

and minimize uncertainties associated with processing cases.

This program outlines a two-year plan to hire one full-time employee with the appropriate background in case management and judicial administration to institutionalize the new case management approach. This individual will have the task of working with the judges, court executives and the bar to implement the new case management techniques on a statewide basis.

Performance Measures/Evaluation Methods:

- Recruitment and selection of a program director completed within the first three months.
- Assess the status of delay in the court system as it currently exists.
- Develop case management principles and guidelines within the first year of the program.
- Case management principles and guidelines adopted by Judicial Council.
- Provide training to court executives; the bench as well as the bar.
- Provide ongoing reinforcement, technical assistance, and evaluation of the program.
- Measure clearance rates, disposition times and satisfaction levels of the bench, bar and public.
- Measure compliance with new rules and guidelines through court's data warehouse and other instruments.

Program Accomplishments/Evaluation Results:

Ironically the Delay Reduction program experienced a very slow start. Work began in July to locate and hire a qualified individual as program director. Due to a number of factors, including the fact this program is being funded with time-limited grant money, no qualified candidates were identified. The Administrative Office of the Courts then decided to contract this effort with a consulting firm and in January of 1999 signed a contract with Justice Management Institute (JMI) of Denver, Colorado. Due to previous commitments on the part of JMI and the Courts involvement in the Utah Legislative session work did not begin in earnest until April of 1999.

Early in the grant period the Courts established a steering committee of judges, court executives, court information services, and the Utah Bar Association to oversee this project. This committee of thirteen individuals met on a monthly basis to provide guidance and direction to the project.

To date several sources of information have been utilized in gauging the current delay in Utah's court system. In May 1999 the Utah Office of the Legislative Auditor General issued an in depth audit report on timeliness in the juvenile justice system. This report reflects the legislative auditor general's examination of how long law enforcement takes to send a referral to the juvenile court, how long the court's intake process takes, and how long the courts take to dispose of cases once they are filed before a judge. When the auditors, "compared the time to process each case resolved during 1998 to the time standards recommended by the Utah Code, the American Bar Association, and other federal agencies and professional organizations. [they] found that a significant portion of cases took too long to adjudicate." (*Timeliness of the Juvenile Justice System*, LAG Report #99-03).

On average law enforcement agencies take twenty-five (25) days from the time of arrest to send a referral to the juvenile court compared with ten (10) days allowed by state code. National recommended time standards indicate a juvenile court intake officer should decide within thirty-five (35) days whether to file the case in court or resolve the case through non-judicial agreement. 29% of the cases in Utah exceeded the 35-day standard. In addition it was determined that 40%

of all juvenile cases filed in Utah are not disposed of within the recommended 45 days from the filing date.

Activities from the 1999 grant year include:

- Every District Court in the State currently is working on a case management project for the first time in recent history.
- The first Case Management Conference was held that involved court executives, presiding judges, clerks of the court and local attorneys. It was also the only know opportunity where administration, i.e. court executives and clerks and presiding judges, have worked together to solve case management issues on an individual district basis.
- The statewide clearance rate for criminal cases was over 100% (105%) for the first time in at least 5 years. The clearance rate for all case was about 100% as well.
- Over 60,000 inactive court cases including small claims were either dismissed or moved to the next scheduled event during this grant period.
- Presiding Judges and court executives for the first time ever are discussing case dispositions and using data warehouse information in making administrative decisions. All court executives understand that case management is now an important part of their administrative responsibilities.
- Districts are anxious to discover cases that haven't moved to the next significant event in a years time and to try to find out why the cases are languishing.
- Average days pending for all cases went from 609 days in July 1999 to 287 days in October 1999. This reduction was due in large measure to a concerted effort to close inactive cases. By so doing, judges are now able to focus on the cases which require active case management.

JMI began scheduling workshops for court executives and judges beginning in the fall of 1999. As a preliminary effort surveys were sent to all district and juvenile judges and court management teams. These surveys included a questionnaire assessing an overview of individual court jurisdictions, practices and procedures, as well as an assessment of current case flow. The response rate exceeded 50% from all segments. The information gleaned from these surveys will serve as the foundation for the design of the new delay reduction program.

The Case Management Flow Survey results compiled by JMI covered both Utah Juvenile Court Judges and Attorneys; and Utah District Court Judges and Attorneys. Since the surveys provided the data on which the foundation of Utah case management for court delay reduction is built it was determined to be of value presenting some of these results here. The surveys are quite large and it is not practical to present all questions and compiled survey response results. Complete survey results are on file at CCJJ and available on request. Four of seventeen Utah District Court statewide results are presented in the tables below.

There is a commonly shared commitment, on the part of judges, to the principle that the court has responsibility for ensuring expeditious case processing.

	Judges	Attorneys
No shared commitment	13% (5)	3% (6)
Few are committed	3% (1)	9% (20)

Some are committed	25% (10)	27% (61)
Most are committed	22% (9)	41% (91)
Virtually all are committed	38% (15)	21% (46)

The presiding judge plays a lead role in initiating case flow management improvements in the court.

	Judges	Attorneys
Generally, no	32% (12)	16% (23)
Rarely	11% (4)	21% (31)
Sometimes	41% (15)	26% (38)
Frequently	8% (3)	21% (31)
Yes, always	8% (3)	16% (24)

Trials start on the scheduled date:

	Judges	Attorneys
Rarely	0	5% (10)
Less than half the time	5% (2)	20% (45)
50%-75% of time	18% (7)	38% (83)
75%-90% of time	51% (20)	24% (52)
90%-100% of time	26% (10)	14% (30)

In what percentage of cases do you experience delay?

ATTORNEYS			
	Civil	Family Law	Criminal
0 - 24% of cases	35% (39)	24% (25)	44% (88)
25 - 49% of cases	23% (26)	30% (31)	21% (41)
50 - 74% of cases	28% (32)	29% (30)	17% (33)
75 - 100% of cases	14% (16)	18% (19)	18% (36)

DOMESTIC VIOLENCE & DRUG COURT CASE MANAGERS (Program purpose #10 -

\$42,248.49)

Program Goal:

Create a case management structure and process to timely and effectively track defendants in Domestic Violence and Drug Courts.

Program Objectives:

- Maintain community task forces for Domestic Violence and Drug Courts.
- Track and monitor any defendant convicted of a misdemeanor who is sentenced to some kind of counseling and is not being supervised by any other agency. The short term goals of this proposal would immediately bring about the following outcomes:

Program Activities/Components:

- Discuss case management duties and objectives with task forces for Drug Court and Domestic Violence Court.
- Establish protocol for contacting defendants who have not complied with court probation.
- Establish a protocol for contacting prosecutors and defense attorneys when a defendant has not complied with court probation.
- Establish a database for tracking outcomes for program completion and recidivism of probationers.

Performance Measures/Evaluation Methods:

- A more efficient system of notifying prosecutors and defense attorneys when a defendant has not complied with probation.
- Better use of court clerk time by not having to track probation and answer the never-ending phone calls dealing with questions about probation.
- An accelerated procedure to provide consequences for noncompliance.
- By strictly monitoring compliance there would be an automatic increase in success and a decrease in repeat offenses.
- The people that successfully complete counseling, for the problem they had at a misdemeanor level, are not likely to have the same problems rise to the felony level.
- The defendant learns that the courts are serious and that there will be quick consistent consequences if they do not comply with probation.
- Increased respect in the court system from both citizens and offenders.

Program Accomplishments/Evaluation Results:

Special courts have been established in Utah to deal with cases involving unique needs such as counseling and drug treatment which is often required to change defeating behavior patterns. Two such courts in Utah are Domestic Violence Court and Drug Court.

The job of hearing all domestic cases is extremely difficult and the courts have learned that a rotation of judges is necessary from a judicial perspective. Fortunately, Utah has three excellent judges who are willing to hear domestic violence cases on a rotating basis. Each judge has approximately 4,000 cases assigned to her or him which equates to more than 20,000 defendant appearances during a year. The number of cases increased further in February 1999 as domestic violence judges begin to hear state misdemeanor domestic violence cases. One of the drawbacks of judicial rotation is a loss of continuity among particular defendants, and with other individuals

and elements of the Domestic Violence Court.

The Third District Drug Court currently has only one judge, Judge Fuchs, who is handling over 300 ongoing drug cases. The success of the drug court program has been stunning. Prior to this grant, over 100 defendants successfully completed the counseling, treatment and appearances in Judge Fuchs' court and have remained drug free for over a year. The success of this program is dependent on extensive follow-up and coordination between the court, pre-trial services, prosecutors, defense counsel, drug treatment and other allied agencies. This work is extremely labor intensive and Judge Fuchs has been handling this case load in addition to a full consolidated district court caseload.

Two case managers/coordinators were hired, one each for the Domestic Violence Court and Drug Court. In the Domestic Violence Court the case manager coordinates the tracking and processing of domestic violence cases from filing through disposition. This person also assists in monitoring defendant's compliance to the conditions set by the judge thereby improving their chances for success and lowering the number of repeat offenses.

The Drug Court case manager will assist Judge Fuchs in providing accurate and timely information on events that have transpired since the last time the defendant appeared before the judge. This person also follows up frequently with defendants to check on job status, treatment, and counseling ordered by the court.

The drug Court program offers a four phase intervention strategy that was offered to more than 241 participants in the 1999 Byrne grant year. There were approximately 90 graduates during the year with no re-arrests. The Drug Court hopes to service 300 clients next year.

During this grant period, the Drug Court Advisory Committee met to discuss strategic planning for the Court. Third District Court Judges worked with Judge Fuchs to discuss methods that will enable him to hear more drug cases in the coming year. Judge Fuchs also had the opportunity to meet with the staff of two new operational Drug Courts in Vernal and Farmington, Utah.

There were 406 domestic violence misdemeanor cases filed in the Salt Lake Department of Third District Court in the fourth quarter of this program. Salt Lake City performed a study of the effectiveness of domestic violence treatment. Data suggests the number served is less than anticipated, as arrests have decreased by about 25% over the past year. It is believed that the consistent adjudication of domestic violence offenders has contributed to this decline. A study on Domestic Violence Court was prepared by Brigham Young University. The University study supports the belief that those defendants who enter treatment are less likely to recidivate over those who do not.

MODULAR PROGRAM TREATMENT/EDUCATION SPACE *(Program purpose #11 - \$95,000)*

Program Goal:

- Reduce prison recidivism rates by providing additional substance abuse treatment, education, and life skills programming opportunities through additional classrooms.

Program Objectives:

- Completion of building and site design.
- Preparation of building the site at Utah's Draper prison facility.
- Construction and siting of modular classroom buildings.
- Provide treatment, education, and life skills programming to an additional 90 inmates per week.

Program Activities/Components:

The South Point Complex, located at the Draper State Prison, houses 1,472 inmates in its Oquirrh and Wasatch facilities. Currently all programming/treatment and education space is limited to seven classrooms in the Oquirrh facility which can seat a total of only 121 inmates. This space is used from 7:30 a.m. to 8:15 p.m. during three time blocks when inmates are out of their cells. This arrangement allows services for only 363 inmates per week of the 1,472 housed at South Point. The modular program will provide services for an additional 90 inmates per week at South Point. It is anticipated that additional modular classrooms will be constructed over the next few years.

Under the supervision of the Salt Lake Community College trades program, inmates enrolled in the construction track will build modular classrooms at the Draper prison. Once completed, modulars will be relocated to the site prepared at the South Point complex for final installation. Utilities including security systems will be installed and when completed programming will be provided through a contract with the local school district and other contract treatment providers.

Performance Measures/Evaluation Methods:

- Hold necessary planning meetings with agencies involved in the building project.
- Bid site materials and services through State procurement policies and procedures.
- Install necessary electrical, phone, and computer data lines to the site.
- Completion of excavation and concrete pad.
- Construct modular building including framing, electrical, insulation, sheet rock, siding, roofing, HVAC, fire systems, ceiling tile, floor coverings, and painting.
- Modular transported to and set up at the site.
- Purchase and install all necessary classroom materials and equipment.
- Staff receives Management Action Plans (MAP) for 90 additional inmates.
- Scheduling of inmates who will participate in activities.
- Begin to teach classes and provide treatment.

Program Accomplishments/Evaluation Results:

Donna Hood completed the task of developing and implementing an accounting process to manage grant funds and a contractual agreement between UDC and Salt Lake Community College was signed and finalized on October 21, 1999 to construct the second modular.

All contracts for site design, construction, electrical engineering, and inmate labor were processed through standard state policies and procedures. Materials for the construction of the modular were purchased by Corrections using state contract bids with local building supply companies. The actual construction of the modular building including foundation, floor system, framing and sheathing, door and window installation, sheet rocking, painting walls, roofing, internal conduits, HVAC, ceiling system, siding, deck and ramp concrete pour, and electrical wire installation was completed using inmate labor under the supervision of the Salt Lake Community College trades program.

Salt Lake Community College completed the basic construction of the modular building pending the Department of Corrections hanging the fire extinguishers. Upon completion of this task, the final inspection was requested. All invoices were reviewed and processed.

The Draper Prison is located within the boundaries of the Jordan School District. As part of the school district's working relationship with the prison they provided a full-time instructor to conduct classes in this modular building. The school district further provided the necessary school supplies for instruction. Jordan School District staff continue to work and provide the match for this grant.

DOC NON-RESIDENTIAL SEX OFFENDER TREATMENT PROGRAM (Purpose #11 -

\$100,000)

Program Goals:

Provide treatment to help offenders learn to control their sexual acting out so they can live in the community with an eliminated or reduced risk to the public.

Program Objectives:

Provide therapeutic intervention to sex offenders having difficulty succeeding on probation or parole, and provide increased structure and supervision to sex offenders in the community.

Program Activities/Components:

The Non-Residential Sex Offender Treatment is housed at the Department of Corrections' Day Reporting Center. At the Center, treatment is provided to sex offenders on probation or parole. Offenders convicted of a felony for rape, sexual assault and sexual abuse of a child are the primary targets for treatment. Treatment takes a cognitive/behavioral approach to eliminating inappropriate and illegal sexual activity. This approach will be measured through physiological testing (plethysmograph) which will document the decreased deviant arousal pattern. In addition to the plethysmograph, offenders may be tested by polygraph to determine their compliance and progress.

The treatment modality includes, but is not limited to, sexual reorientation if appropriate, individual and group therapy, psychological and sexual arousal evaluations conducted by licensed staff, psychoeducational course work and relapse prevention. Assessments are completed on all offenders entering the program and again prior to release from the program.

The intensive portion of the program is designed to last an average of 12 months with allowances made for special needs offenders. Offenders will also be required to participate in aftercare which may last one year or in some cases longer. Aftercare includes relapse prevention to assist offenders to continually monitor their moods, thoughts, and behaviors in an effort to discern the earliest possible sign of their relapse process.

Performance Measures/Evaluation Methods:

- Provide therapy which specifically addresses issues unique to sex offenders.
- Provide emergency intervention when needed.

- 55% of the offenders entering the program will complete treatment. 70% of those completing treatment will complete aftercare.
- Provide substance abuse education and therapy.
- Do urinalysis and breathalysers and other testing.
- Provide therapy and classes including cognitive restructuring, anger management, victim impact and mental health.
- Each offender will have a written case plan signed by the offender and staff.
- Increased offender contact will be through offender reporting, interviews, case plan reviews and field contact.
- Call, provide written reports (including data entry into the statewide computer system), and conduct face-to-face meetings with offenders' supervising agents.

Program Accomplishments/Evaluation Results:

During the 1999 grant year the Sex Offender Treatment program accomplished the following:

- 57 referrals were made with 40 actually entering the program;
- At the end of this years reporting period, 46 remained actively involved in the treatment process;
- 19 offenders were released or removed from the program for the following reasons:
 - Five failed to attend or participate;
 - Two absconded supervision or walked away from a community correctional center;
 - Nine were subsequently incarcerated for various violations;
 - One refused to participate in treatment;
 - One was deported by INS;
 - One offender was removed for inappropriate behavior.

During this year the Intermountain Specialized Abuse Treatment Center, which is the contract provider for treatment, provided the following services at the Day Reporting Center:

- 998 Individual sessions
- 413 Group sessions
- 150 Psychoeducation classes
- 30 Plethysmograph evaluations
- 34 Polygraph evaluations
- 19 Psychosocial assessments
- 8 Psycho-Sexual Evaluation

Challenges:

Although the Day reporting Center has seen success, staff became frustrated with what they see as failures. They would like to see more successful completions. Nevertheless, it must be remembered that most offenders referred to this center have been the more difficult cases - - those who have not been able to complete treatment elsewhere for various reasons. Also, just as important, is the additional structure provided by the Day Reporting Center, which may result in removal of offenders from programing when public safety concerns arise. For example, there was a case in which staff and therapist had invested considerable time it became known the offender had made threats and appeared set to act on them. Fortunately, he was taken into custody before anyone was hurt. Although not successful in treatment, therapists and staff were relieved the supervising agent was able to obtain a warrant when notified of this offender's

behavior and statements. The therapist commented upon the teamwork and prompted a timely action that was taken. This is often problematic with programs not so closely connected to Corrections.

Robert E. Freeman-Longo, renowned expert in the field of sex offender treatment, completed a study of the sex offender treatment programs in the Utah Department of Corrections, including a visit to the Salt Lake Day Reporting Center. As this department is striving to obtain continuity statewide, Mr. Freeman-Longo was brought in to assess programming. Feedback about programming provided at the DRC was positive. However, he did comment on the repetitive nature of treatment as offenders moved around the system and the need for funding. A committee, including a member of the Day Reporting Center, has been established to address the findings of his report. Mr. Freeman-Longo's entire report is available at the CCJJ and the Day Reporting Center.

Byrne Partnership Evaluation Project:

In November 1997, a three-year evaluation of this program was begun through CCJJ and the Byrne Evaluation Partnership program. This three-year evaluation of the sex offender program is being conducted by Bruce Parsons, PhD and Edward Byrnes of the Social Research Institute at the University of Utah. A copy of their report is provided in the Supplemental Information section of this report.

ADULT AND JUVENILE DRUG/ALCOHOL TREATMENT *(Purpose #13 - four projects -*

\$238,048.05)

Program Goals:

- Provide therapeutic intervention to inmates in need of intensive substance abuse treatment through a residential treatment program.

Program Objectives:

- Provide therapeutic intervention and other services to equip substance abusing offenders with cognitive, emotional and behavior skills necessary to choose and maintain a drug-free and crime-free lifestyle.

Program Activities/Components:

Residential Substance Abuse Treatment Programs: Of the approximately 5,000 inmates incarcerated in the State of Utah, more than 80 percent have a history of substance abuse problems. If inmates are released into the community prior to receiving the substance abuse treatment, they will likely violate their parole and be returned to prison.

In 1995 Byrne funding established the first 36-bed residential substance abuse treatment program at the Draper site of the Utah State Prison in the Timpanogas facility where inmates can be housed together. Although there is some interaction with the general inmate population, the program provides as much isolation for the groups as possible to enable them to bond together and form a therapeutic community.

Offenders with less than 36 months before their expected parole release date but with at least one year of time to serve are being targeted to ensure the maximum benefit of the program. An assessment is completed on all candidates prior to consideration of their admission to the program.

An individual treatment plan is completed on each offender spelling out three different levels of therapy to be completed. Treatment includes treatment groups with a focus on criminality and substance dependency; family and/or individual therapy; cognitive restructuring; educational programming; life skills development; mental health treatment; relaxation training; a physical exercise component; and community aftercare referrals. In the coming grant year administrators hope to incorporate a twelve-step program into the curriculum. Random drug testing is conducted in addition to testing upon suspicion of drug use.

Performance Measures/Evaluation Methods:

- Number of inmates who successfully terminated from the residential treatment program at the Utah State Prison.
- Provide a minimum of 32 hours of substance abuse awareness education for all program participants.
- Provide a minimum of 4-6 hours per week of intensive group, individual, and/or family therapy for all program participants.

Program Accomplishments/Evaluation Results:

H.O.P.E. (Helping Offenders Parole Effectively) located at the Central Utah Correctional Facility at Gunnison, Utah. The HOPE program was funded for the first time during the 1998 grant cycle. A 64 bed residential treatment program was established and is running very well at capacity level with a lengthy waiting list. The following is a summary of the accomplishments of the HOPE program during FY99.

- 142 offenders entered the HOPE program.
- 64 are current residents. 78 have paroled, and 13 were transferred from the program for safety or non-participation reasons.
- As of June 30, 2000, thirteen resident of the 78 paroled had returned to prison thus establishing an early recidivism rate of only 17% compared to 80% for the general population.
- The average length of stay in the HOPE program by parolees is 7.6 months.
- To date the other 65 parolees are with their families, friends, and neighbors maintaining a crime free lifestyle.
- Regular UA testing demonstrates that the unit has maintained a near perfect drug/alcohol free record with only one resident testing positive during the first year of the program.
- Among the 64 current residents 44% were below 8th grade in Math and Language skills in pre-program testing but improved to 24% in post program testing. Within this same group 33 (52%) were enrolled in education/college programs, 47 (73%) have HS Diploma or GED, and 42 (66%) are employed.

Pre-parole plans and referrals to private and public treatment agencies, for community-based aftercare, were completed for all 78 parolees. Substance abuse (SA) aftercare and clinical referrals were made by the HOPE program Licensed Clinical Social Worker (LCSW), including information and recommendations from the program therapist. Pre-parole plan information was

provided to the parole agent in the appropriate region of release. Employment assessment, job searches and career counseling were offered by the part-time Utah State Department of Workforce Services counselor located within the prison.

Continuing staff development and growth was a very important element this past year for the HOPE program. HOPE's Project Director provided and participated in quality training opportunities, by networking with private providers, staff site visits to therapeutic communities in community and prison facilities, and sending staff to workshops and conferences for training. Increased staff skills have resulted in more sophisticated treatment interventions and improved techniques, which have strengthened the program.

The Offender Management Review team (OMR), meets on Wednesday mornings and guides the progress of HOPE residents, as they work on the goals and objectives of their Management Action Plans (MAP) and their Individual Treatment Plans. The OMR team has effectively dealt with problems, and adjusted to accommodate for staff, resident and community growth and development during the year. OMR team members have been constantly aware of the need to complete objectives and activities, in an effort to successfully reduce the recidivism rate. The OMR assists in maintaining a safe and secure environment, reviews education assessments and class attendance reports, reviews individual resident progress, and establishes matrix levels for performance based privileges. The OMR meets weekly with the resident council, supports the weekly Community Meeting, and provides discipline when necessary. OMR team members suggest, review and implement approved program development ideas and strategies, and serve as a major problem resolution body.

HOPE residents are required to participate in a 40-hour productivity model which entails being involved 40 hours per week in SA pre-treatment/therapy/counseling, occupational readiness/jobs, education program, program life skills classes, and pre-parole planning for family and community reintegration. Two LSAC's were hired with grant funds to provide individual counseling and parole planning classes for all HOPE residents. Also residents on a weekly basis attend two to four hours of group therapy, at least one hour of individual counseling/parole planning, and two hours of therapeutic community meetings on Wednesday evenings. Furthermore, HOPE residents live by the "NO Violence Rule," have an active resident council and a mentoring program for new offenders accepted into the community. They work to solve problems in the community, work with the OMR team and make positive suggestions for the good of the community.

The Substance Abuse Aftercare and Transition program was established within the Draper site of the Utah State Prison to fill the void in treatment options between graduation from one of Correction's residential treatment programs and release into the community. There are currently two residential treatment programs at the Draper prison, Con-Quest which houses 180 male inmates, and Ex-Cell which houses 75 female inmates. Both programs are set up to accept offenders with less than 36 months before their expected parole release date but with at least one year of time to serve to ensure the maximum benefit of the program. All inmates who graduate from one of these residential programs are automatically eligible for aftercare/transition outpatient treatment funded through the Byrne grant.

Due to Utah's intermediate sentencing structure it is sometimes difficult to plan on an exact release date from prison. Inmates are admitted to a treatment program early enough to ensure completion prior to release, however, some complete the program early or have their expected release moved back to a later date. These inmates are returned to the general prison population to serve out the balance of their sentence. This situation creates an obvious concern that

treatment program graduates will revert back to their previous substance abuse problems. The aftercare and transition program attempts to capture those in this situation. Treatment options and counseling are made available in an attempt to keep these inmates drug free prior to release.

Aftercare and Transition's second year (FY99) was one that witnessed profound change. Changes from a "Contact Time-in Treatment" focus to more of a "Search, Screen and Place focus" best characterizes the evolution this year. Appointments were made placing inmates in community programs which offered exactly the programs their assessed needs determined. Inmates left the institution knowing where they would receive treatment and also learning that it was free of charge to them, eliminating the primary reason parolees quit treatment. Transition staff worked to help implement the CIAO (Collaborative Intervention for Abusing Offenders) program and ensure adequate follow-up for paroling inmates. This required discontinuing transition classes, education groups, and therapy groups at least temporarily. It's worth mentioning that progress is being made in coordinating multi-agency priorities, diverse community services and meeting the wishes of the Board of Pardons and Parole.

A major influence of how the program functioned during the past six months of this year has been the training of staff. Two of the three members including the Counselor I and Counselor II, attended the twelve week POST certification training at the Corrections Academy. For the benefit of safety, this type of training is required of all staff working with the inmate population. Also during the past year, staff altered services offered and changed their focus to doing evaluations and making community contact. In the coming year Aftercare and Transitions staff will explore other programs to find what works best and which programs will do the most to keep inmates clean and reduce recidivism among parolees.

Davis County Jail Resident Substance Abuse Treatment (RSAT) Program. According to statistical data gathered at the Davis County Jail, 75% of all inmates have committed alcohol and drug offenses or have alcohol and drug problems. To address the needs of these inmates, Davis County instituted a Residential Substance Abuse Treatment (RSAT) center in the jail. The RSAT center assists with two problems faced by the jail. First, it provides substance abuse treatment for incarcerated individuals. Second, it satisfies the need to complete a treatment program for those sentenced for drug offenses. The program is intended to provide a bridge between incarceration and recovery.

Last year the Davis Substance Abuse program performed 1150 alcohol and drug assessments for the courts and provided 1000 jail-inmate educational and case management services. Treatment Programs operated by the Davis Substance Abuse program include:

- Social Detoxification
- Addiction Treatment Unit (ATU)
- Addiction Recovery Center (ARC)
- Women's Recovery Center (WRC)
- Aftercare Service
- Intensive Outpatient Treatment (IOP)
- Outpatient Treatment
- Alcohol Safety Action Program (ASAP)
- Alcohol/Drug Intervention (ADI)
- Extended Family Program
- Juvenile Alcohol and Drug School
- Trident

- Substance Abuse Prenatal Program
- Davis County Jail Treatment Program

The Davis Substance Abuse program uses a modified version of the "Minnesota Model." This model emphasizes the need for drug abusers to identify and admit to the existence of the problem and then follows up with coping strategies for dealing with life circumstances. The program is designed to provide a medium intensity, long-term structured treatment plan in a residential setting. The first four months of the six month treatment program are a process designed to intervene in the progression of dependency through psycho-educational and therapeutic programming. The final two months are directed at life skills, cognitive restructuring (emotional maturity) and relapse prevention followed by release into a community based aftercare program.

Funds for the 1999 Byrne program were used to support the Davis Residential Substance Abuse Treatment program for three months until additional money was available from the Bureau of Justice Assistance through the RSAT grant program. During the grant period, Davis County secured RSAT funding for an additional year.

During the period of Byrne grant activity the Davis RSAT had 31 men and 10 women enrolled. 25 new clients began the program during the period. The new clients replaced those who graduated or were dismissed from the program. Seventeen men and Five women graduated from the program and were released from jail. All of these individuals are in aftercare where their drug and criminal activities will be monitored by AP&P and the Courts for six to twelve months.

Challenges

An RSAT site visit was conducted at the Davis County jail by federal monitors. The visit was intended to provide assistance to Davis County in their effort to establish housing separate and apart for female clients. Federal RSAT monitors offered solutions to the county in order to address this grant compliance issue, however, none are feasible for the County at this time. The county's inability to comply with this requirement resulted in loss of funding for the women's program. The women's drug treatment program at the Davis County jail will continue however, using State funds dedicated to the Drug Court effort in Utah. The decision by Davis County criminal justice leaders to make Drug Court funds available to the women's treatment program reaffirms the importance, value, and success of the Davis County Jail Resident Substance Abuse Treatment Program.

Detention Screening and Referral Program. The overall intent of the Screening and Referral Project is to demonstrate the ability of an early screening process to deter further crime by identifying and obtaining, through collaboration and the sharing of assessment information, more timely alcohol/other drug abuse and mental health treatment interventions for high risk delinquent youths just entering the juvenile justice system.

Project staff have developed and are field testing a process for screening first and second time detention admission children and youth for both alcohol, drug abuse and emotional problems at three detention center along the Wasatch Front. The three detention center are located in Weber, Salt Lake and Utah Counties.

During the 1999 Byrne funding year, project staff have developed and implemented a data tracking system which reports the number of youth tested and screened. Project staff also started to achieve test summary and recommendation information in each juvenile's detention file. Moreover, they developed a method to summarize and analyze data collected and have developed a multiple-dated procedure to assist the screening of children and juveniles that appear to be in need of additional and more comprehensive testing.

During the 1999 Byrne funding year 2,142 (77%) males and 627 (23%) females were tested at the detention centers involved in the project totaling 2,769 individuals tested. Of the 2,769 youth tested 1261 (46%) Caucasian, 337 (12%) Hispanic, 74 (3%) Pacific Islander, 55 (2%) Native American, 53 (2%) Black, 32 (1%) Oriental, and 958 (35%) of unknown ethnic origin. The following tables provide a look at the Risk and Needs test results for the youth identified.

Composite Educational Testing (Wechsler Individual Achievement Test) Used to screen for academic strength/weakness.

	Not Tested		Significant Deficit		Within Normal Limits	
Composite	1845	67%	429	15%	491	18%
Reading	1844	67%	332	12%	590	21%
Spelling	1845	67%	513	19%	408	15%
Math	1845	67%	486	18%	435	16%

* 5-7% of the general population at large would be expected to have significant educational deficits.

* The greater the deficit the greater the need for continuous schooling.

Drug Abstinence Testing (Substance abuse subtle screening inventory) Used to screen for past problems with alcohol/drugs.

	Not Tested		Dependency Probable		Abuse Probable		Experimental		No Use	
Drug Use	701	25%	797	29%	496	18%	209	8%	565	20%
Alcohol Use	703	25%	410	15%	605	22%	524	19%	528	19%

Total Weighted Suicide Probability Score. Used to screen for possible suicidal idealization.

	Not Tested		Extreme		Low	
Suicide Probability	801	29%	287	10%	1682	61%
Hopelessness	801	29%	177	6%	1790	65%
Hospitality	801	29%	206	7%	1682	64%
Suicide Idealization	801	29%	218	8%	1751	63%
Negative Self Eval.	801	29%	216	8%	1753	63%

*Youth with "extreme" scores are in a group that either attempted, completed or articulated thoughts of suicide.

* Youth in this group require continuing help and cautious observation while in the facility.

Total YRS. Scores. Used to screen depression symptoms.

	Not Tested		Extreme		Within Normal Limits	
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Tendency to Withdraw	879	32%	101	4%	1790	65%
Delinquent Behavior	879	32%	543	20%	1348	49%
Social Problems	879	32%	140	5%	1751	63%
Attention Problems	877	32%	201	7%	1692	61%
Anxious Depressed	879	32%	180	6%	1711	62%
Thought Problems	878	32%	91	3%	1801	65%
Somatic Complaints	877	32%	176	6%	1717	62%
Aggressive Behavior	879	32%	164	6%	1727	62%

CRIME LAB SUPPORT PROGRAMS *(Purpose #15-A - Two projects - \$145,397)*

Program Goal:

- Enhance the capabilities of the crime labs and criminalists in the forensic examination of evidence.

Program Objectives:

- Purchase state-of-the-art equipment to more accurately and quickly collect and analyze evidence (e.g. drug analysis, crime scene investigation, etc.)
- Provide training to criminalists to ensure proper use of equipment and to develop technical skills needed to implement new technologies, examine evidence, testify in court with confidence, or complete other critical assignments.
- Hire and maintain a full-time chemist in the Central Lab.
- Fund the creation of a new lab in Eastern Utah along with its associated criminalist.

Program Activities/Components

The Utah State Crime Lab system consists of four labs and employs 28.5 people. It is critical that the criminalists obtain on-going specialized training in the 10 fields of expertise required to analyze the various cases submitted to the lab such as drug analysis, tool marks, fibers and hairs, DNA analysis, and serology. Every law enforcement agency in the state and the judicial system is affected by the criminalists ability to properly analyze the evidence submitted.

In May 1996, the American Society of Crime Lab Director's (ASCLD) Accreditation Board sent a team to the Utah Crime Labs for inspection and the Board ultimately reported that Utah had one of the highest scores in the three categories required.

The team members had questions regarding the education of a long-time criminalist in the system

and the handling of questioned document cases. Both issues were addressed by the lab director during 1996. Earl Morris, Crime Lab Director, met with the ASCLD Board during September 1996 in Washington D.C. at which time all three of Utah's existing crime labs received accreditation. Normally, it takes crime labs many years and several attempts before accreditation is awarded, so this is considered a commendable accomplishment.

Accreditation requires that policies and procedures be written for all crime lab activities, that equipment be state-of-the-art to ensure timely and accurate analysis, and that criminalists be well-trained and accurate. Work conducted in the crime labs, in many cases, is the critical factor in the prosecution of criminal cases. As a result, the quality and range of services in the labs affect every component of the criminal justice system. Byrne funding played an important role in supporting the crime lab enhancements during the last few years, resulting in the current accreditation.

Performance Measures/Evaluation Methods:

- Fund and train a chemist.
- Purchase necessary state-of-the-art crime lab equipment to facilitate evidence analysis.
- Implement strategies which allow for better analysis and tracking of evidence.
- Purchase new equipment for the Eastern Utah crime lab.
- Provide funding for remodeling of lab space on the campus of the College of Eastern Utah.
- Fund a full-time criminalist to manage the Eastern Utah lab and conduct analysis.

Program Accomplishments/Evaluation Results:

Equipment:

- Firearms Bullet Tank
- 2 Fax machines.
- Alarm System including: motion detectors, card readers, video intercom, alarm detectors and glass breakage detectors paid in part by grant dollars.
- Printer and Computer.
- 3 Analytical Balances.
- Stereo microscope.
- Motorized Comparison Microscope Stage.
- Alternative Light Source.
- Fuming Hood.
- Image Capture Device.
- Calibration Filters.
- Copy Machine
- Packaging Materials.

Purchases made in the 1999 grant year have benefitted all labs throughout the State.

Training and Education:

Lab staff have attended training in Advanced Microscopy (1/10/00 to 1/14/00) which provided an in-depth look at several advances of microscopic techniques directly applicable to forensic science. Also attended was a course Hair Identification and Comparison 1/24/00 to 1/28/00) which covered basic forensic examination of hair using a variety of microscopic techniques.

As per an agreement with the College of eastern Utah (CEU) one lab staff member has been

teaching college classes in and out of CEU itself. He provides training on forensic science to schools, law enforcement, judges and other criminal justice professionals. To date the staff member has taught 8 sections with class sizes ranging from 5 to 15 students. This staff member also supervises several interns within the crime lab.

The following table summarizes cases processed between July 1, 1999 - June 30, 2000 by the Utah Criminalistics Laboratory System.

Type of Analysis	Central Lab	Northern Lab	Southern Lab	Eastern Lab***	99-00 Totals
Controlled Substances*	1,774	920	259	151	3,104
Serology/ DNA/CODIS	468				468
Trace**	17	2		25	44
Fingerprints/ Questioned Documents	325	1	16	21	363
Photography					
Clan Labs/ Crime Scenes	4			9	13
Firearms/ Toolmarks/ DRUGFIRE	30	11		6	47
TOTALS	2,618	934	275	212	4,036

* CONTROLLED SUBSTANCES: Decrease in drug analyzation is primarily due to prosecutors in Salt Lake, Davis and Weber counties submitting only those cases that will go to preliminary hearing or trial.

**TRACE: includes hair/fiber, paint, glass, shoe/tire impressions, gunshot residue, arson, serial number restoration.

Controlled Substance Statistics Summary (1/1/00 thru 3/31/00)

Area	Southern Lab	Central Lab	Northern Lab	Eastern Lab	All
Hours	134.5	1,346.5	714.73	103	2,298.68
Tests	845	15,961	8,441	735	25,982
Cannabis	62	590	407	66	1125
Clandestine Lab	0	289	4	12	305

Cocaine	20	860	266	4	1150
Commercial Prep	0	44	27	0	71
Depressants	2	10	0	0	12
Hallucinogens	2	81	8	1	92
Miscellaneous	0	6	2	0	8
Non-controlled	29	139	141	13	322
Opiates	1	228	59	7	295
Steroids	0	0	0	0	0
Stimulants	101	715	526	52	1394

CRIMINAL HISTORY UPGRADE PROGRAMS *(Purpose #15B - fourteen projects - 1999 funds*

totaling \$847,971.70)

Program Goal:

- Utah's primary goal is to produce a criminal justice information system that is accurate, complete, timely and secure.

Program Objectives:

- Improve the process to obtain court dispositions with the correct Offense Tracking Number (OTN).
- Regularly obtain prosecutor declinations.
- Speed identification of suspects.
- Improve the disposition reporting rate of *o/a* criminal history data.
- Produce a complete criminal justice data dictionary.
- Include state and local law enforcement in the National Incident Based Reporting System (NIBRS).

Program Activities/Components:

- Research and update missing dispositions.
- Increase the quality and timeliness of fingerprint data through the use of education and live-scan technology.
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.

- Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.
- Improve the ability to track dispositions, current legal status and custodial history.
- Provide direct access to criminal history data by court personnel.
- Produce a comprehensive data dictionary to be used for all future criminal justice information system designers.
- Complete a comprehensive data quality audit.
- Explore technologies to enhance electronic switching capabilities for criminal justice applications.
- Create an integrated system for prosecutor case management.
- The electronic exchange of information between the county booking agencies and the county prosecutor keyed on the offense tracking number.
- Automate the case tracking system within the county prosecutor's office to routinely obtain prosecution declinations and aid in effective disposition reporting.
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.
- Integrate live-scan technologies into the booking process to increase the timeliness and quality of fingerprints.
- Assist at least one law enforcement agency per year in converting to the NIBRS.

County Automation Project: The electronic county model maximizes the electronic transfer of information both within and between organizations, as data follows the defendant through the criminal justice system. This model is planned for metropolitan Utah which consists of Utah, Salt Lake, Davis and Weber Counties and includes nearly 80% of Utah's population. In some agencies, implementation of this plan requires an entire systems re-write. In others, only the "interface" piece is missing to complete the transfer between agencies. The inability to electronically transfer data or share information between the sheriff's offices and the county attorneys often means that prosecutors must re-enter data. This can lead to missing declinations and poor data quality. Most of the identification and arrest information collected by the county sheriff is needed by the county attorney. By supporting the development of information systems that allow data to be transferred from the sheriff's office directly to the prosecutor we encourage the accurate reporting of data, decrease the likelihood of missing declinations, and increase the likelihood that the Offense Tracking Number will be available to court personnel at the time of filing.

Criminal History Improvement: The Utah Department of Public Safety maintains the Utah Criminal History Repository.

These projects center around research for dispositions of felony arrests and suspense file entries. The suspense file entries are those dispositions received from the courts and prosecutors that are not matched in an automated fashion to arrest information at the repository. One aspect of researching dispositions going into suspense is to identify process problems and pass the information on to training staff so that corrective action can be taken in a timely fashion with the other criminal justice agencies. This effort combines correcting old data as well as ensuring that new data will be more accurate and complete.

Incident Based Reporting: Many Utah law enforcement agencies have been participating in the National Incident-Based Reporting System (NIBRS), taking advantage of computer technology and the more detailed data base captured by an incident-based reporting system. As more agencies submit data to NIBRS, it will become a powerful law enforcement tool, providing more detailed, meaningful, and timely information about criminal activities than has been available in the past.

The Utah Department of Public Safety has implemented a central repository to collect all of the incident-based information submitted by Utah law enforcement agencies. The State of Utah has approximately 130 law enforcement agencies with 52 submitting NIBRS data. Funds from the 1999 Byrne grant year provided resources to both Salt Lake City PD and Salt Lake County Sheriff's Office for NIBRS development. Both agencies are in the process of becoming NIBRS certified, and soon will be providing data to the central repository. Once both agencies certify, Utah law enforcement will be providing NIBRS data from jurisdictions encompassing approximately 75% of the States population of 2.2 million.

Another component of this program is to provide a computerized Incident Based Reporting system to local agencies which would allow police officers to enter and receive data through a computer in the field and transmit that information by a Cellular Digital Packet Data (CDPD) System directly to the local central computer network and then on to the records system. From there they can update the county jail, the state identification bureau, NCIC and other online agencies.

Live Scan Enhancement: The Bureau of Criminal Identification (BCI) houses arrest and disposition information from statewide criminal justice agencies for state and national use. A statewide program to automate fingerprint and arrest data was initiated in 1994 with the purchase of a live scan terminal at Salt Lake County and live scan image printing equipment at BCI. By having an "image printer" connected via telephone line to a local agency's live scan, BCI can receive criminal history and fingerprint data in minutes after booking. This helps ensure the quality of the fingerprints by reviewing the prints in time to provide feedback to the agency booking the individual. The success of live scan at the initial agency has proven to be very beneficial in improving the quality and timeliness of the data. As additional agencies began purchasing live scan equipment, technology had advanced and the new equipment could not be accommodated by BCI's initial printing equipment. Therefore, the purchase of additional updated live scan printing equipment enabled BCI to receive the automated and improved quality fingerprint and arrest data in a timely manner from additional law enforcement agencies statewide.

Performance Measures and Evaluation Methods:

In order to measure progress in achieving the goals and objectives previously listed, 18 milestones were developed by the members of the Criminal Justice Records Improvement Task Force. The four major components of these milestones were:

- Train jail, prosecutor, court and state personnel in the criminal history *process*.
- Develop a new automated system for the courts and correct the most pressing problems in the existing court system.
- Provide better access to criminal justice computer applications by the Utah Bureau of Criminal Identification to aid them in finding missing dispositions.
- Better track system improvements.

Along with each listed milestone is a target completion date and responsible agency. Regular meetings are scheduled with these agencies to discuss and review progress made and problems encountered. Additionally, an annual audit is conducted of the Computerized Criminal History System to determine the accuracy and completeness of the file.

The 1995 audit examined 276 felony cases from Weber, Davis and Morgan counties (one of the largest judicial districts in the state). The auditors examined the process used to move information from the point of arrest, through the prosecution and adjudication stages and then on to the repository. Also, the Department of Public Safety, Division of Management Information Services

publishes a quarterly report that provide statistics on the disposition reporting rates for targeted groups of arrests i.e. felonies, crimes against children, and domestic violence etc. These reports monitor the progress of the research to improve disposition rates of old cases, as well as monitor the progress of system improvements that impact current incoming data.

The 1996 audit reviewed all admissions to the Utah State Prison in 1995 and compared the data maintained at the Department of Corrections with data from the Criminal History Repository. Preliminary findings indicate that information relating to the offenders' custody is not updated on the repository, and that booking information is not sent to the repository for persons already in custody at the time additional charges are filed. The final results of the 1996 audit will be used to develop procedures to improve the flow of data between agencies and increase the accuracy of the Criminal History Repository.

The 1997 Criminal History System Audit of Utah's Adult Justice System included information from the Department of Corrections OBSCIS and O-TRACK information systems, the Administrative Office of the Courts CORIS system, and the Department of Public Safety's Criminal History File. The purpose of the audit was to assess the accuracy of data exchange between these three systems.

This audit resulted from CCJJ's research efforts in trying to qualify for Tier Two funding of the Violent Offender Incarceration and Truth-in-Sentencing Incentive Formula (VOI/TIS) Grant Program. The purpose of VOITIS funding is to increase confinement space for persons convicted of a Part 1 violent crime. Part 1 violent crimes include murder, non-negligent manslaughter, forcible rape, robbery, and aggravated assault as reported to the Federal Bureau of Investigation for purposes of the Uniform Crime Reports (UCR). The VOITIS Grant Program has a number of funding tiers that target specific problems related to the confinement of perpetrators of Part 1 crimes. To qualify for Tier Two funding, a state must prove one of the following:

- A. The percentage of persons who are arrested for a Part 1 violent crime and sentenced to prison have increased every year since 1993; or
- B. Since 1993 the average prison time served has increased; or
- C. The average percent of sentences served by persons convicted of a Part 1 violent crime have increased.

To discover if Utah qualified under the first criterion, data was "pulled" from the Criminal History File. The initial analysis identified 2873 offenders who had been arrested for one of the qualifying offenses between 1993 and 1997 and were subsequently convicted. That list was then matched against the Department of Corrections O-TRACK database. Of the 2873 offenders, all but 147 (about 5 percent) were successfully matched.

To try and resolve the mismatches, we used RAP sheets from Public Safety's Criminal History File and the Court Records from CORIS to discover exactly what happened to each of these 147 offenders. This research accounted for all 147 offenders and identified a number of data exchange problems between these information systems and data problems within the systems themselves. Finally, the audit made several recommendations to solve these problems.

The primary purpose of past audits was the ascertain disposition reporting rates. This was accomplished by beginning our audits at local Sheriff departments, or at the State Court Administrator's Office. After drawing a sample, missing data was traced back to individual departments to examine policies or procedures that were causing data quality problems. This approach has been highly successful in identifying and correcting systemic problems.

Program Accomplishments and Evaluation Results:

As part of the 1995 audit of the Computerized Criminal History File, felony cases were examined at the Davis County Courts. The auditors found the process by which information moves from the jail to the prosecutor's office was less timely, accurate and complete than in the neighboring county of similar size that has implemented the County Automation Plan. Davis County in Northern Utah has begun work on their information systems to begin participating in the County Automation Plan. Two projects have begun that will utilize grant funds to improve the flow of criminal justice data within the county. Although no grant funds were spent this reporting cycle on the county automation plan, significant activities have taken place that will enhance the county's effort during the next year as they complete a criminal justice information system upgrade.

The 1995 audit was used to measure many of the individual projects' goals and objectives under this program area. The audit found that *over 88 percent of the felony cases examined contained the Offense Tracking Number (OTN)*. The OTN is the key identifier that matches fingerprints to arrest data to court disposition data and without which there is virtually no chance the data will match. Further, the audit found that of the cases with an OTN, over 92 percent matched arrest data to the appropriate disposition.

The following table dated July 2000 demonstrates the success of the program in obtaining dispositions for the target felony crime categories for the years 1988 and forward:

Year	Disposition Reporting Rates			
	Felony	Likely Felony	Child Abuse	Dom. Violence
1997	73.4%	91.8%	91.3%	84.5%
1996	91.5%	91.9%	92.1%	79.2%
1995	94.7%	94.7%	93.1%	88.2%
1994	94.0%	92.4%	93.9%	91.6%
1993	93.2%	91.1%	91.9%	91.1%
1992	93.4%	92.4%	91.8%	93.2%
1991	94.3%	92.2%	95.4%	92.3%
1990	93.5%	N/A	N/A	N/A
1989	91.3%	N/A	N/A	N/A
1988	70.5%	N/A	N/A	N/A
Before 1988	48.6%	N/A	N/A	N/A

In addition to making systemic improvements for better disposition matching and researching old dispositions, DPS moved criminal history off the State's central mainframe computer and onto a computer within the department. This allows State and local law enforcement to access criminal history at a lower cost. DPS completed the specification for the necessary hardware and software to upgrade the criminal history system.

DPS re-wrote the NIBRS database, completed testing and placed the new system into production.

This NIBRS data repository provides better access and accuracy to local agencies participating in the system. This includes integrated links to those local agencies that are implementing CDPD systems which electronically gather and disseminate information from officers in the field. Funds from the 1999 grant year assisted in the development of NIBRS for Utah police agencies including: Brigham City, Salt Lake County, Salt Lake City, and Provo City.

CCJJ and DPS developed a statewide plan for implementing fingerprint and electronic arrest reporting procedures and technologies. As a member of the Western Identification Network (WIN), Utah will be participating in the WIN's completed upgrade of the Automated Fingerprint Identification system. This new technology and implementation plan will not only enhance the state's ability to quickly identify suspects, it will be the infrastructure Utah uses to implement automated arrest reporting from the local law enforcement agency to the state criminal history repository.

OTRACK

In the late 1990's the Utah Department of Corrections (UDC) began the process of upgrading their existing offender database to the new OTRACK offender tracking system. The State of Utah has made much progress toward improving its criminal history repository by obtaining a greater percentage of dispositions for felony offenses. Utah is successful in obtaining disposition information on arrests for new crimes. Another critical problem area being addressed by the OTRACK project is felony arrests resulting from violations of parole conditions. UDC is the agency that makes arrests for parole violations and is the source of disposition information on this type of arrest. OTRACK is the vehicle for submitting these data to the criminal history repository.

UDC is in the final stages of completing its rewrite and upgrade of its entire database. As part of this project, UDC is automating the collection of disposition information on parole violation arrests and transferring these data in an electronic form to Utah's criminal history repository site at the Department of Public Safety, Bureau of Criminal Identification. This project, when completed, will attempt to provide dispositions for a number of arrests from parole violators which are now missing disposition information. Track is in the final stages of completion and should not require additional NCHIP support after 2001. OTRACK has received the majority of its funding from the State of Utah along with supplemental funding from grant programs such as NCHIP and 1999 Byrne 5% set aside. OTRACK will be completed and fully operational in 2001.

NCIC/NLETS Message Switch

1999 Byrne Criminal History funds were dedicated to improving access to Utah's Criminal History data for law enforcement throughout the State. The ongoing problem of low costs and direct access to Utah Criminal History for law enforcement agencies has long discouraged many from sharing or using this valuable data resource. Some agencies have even instructed their officers to avoid expensive transaction fees by not requesting criminal history data.

To improve this situation and encourage statewide sharing of criminal history data, the central site at the Department of Public Safety, is using 1999 Byrne funds to purchase message switch software and consulting services needed to upgrade Utah's routing of messages to NCIC and NLETS. When the message switch project is completed, full functionality of NCIC 2000 will be realized and law enforcement throughout the State will be able to access criminal history data easily and at a reduced cost.

P.O.S.T. CURRICULUM TASK ANALYSIS & TRAINING EQUIPMENT UPGRADE (Program

purpose #16 - 2 projects \$115,962)

Program Goals:

- Enhance the learning environment at Peace Officer Standards and Training (POST) to ensure successful training of law enforcement officers.
- Insure the current law enforcement training curriculum reflects important social issues such as drug interdiction, domestic violence, adult and juvenile violence, and community policing.

Program Objectives:

- Provide instructors with the equipment necessary to use a variety of teaching methods through state-of-the-art technology.
- Complete a law enforcement job task analysis.
- Create new curriculum and course materials for POST.

Program Activities/Components:

POST is responsible for developing and administering curriculums necessary for training every law enforcement officer in Utah. On average, 220 officers graduate from the academy every year. In addition, every officer in the state is required to complete 40 hours of in-service training each year. POST's Regional Training Bureau provides the majority of these courses.

Byrne grant funds were utilized in this program for two primary purposes. First, to upgrade audio/visual equipment including televisions, VCR's, LDC projectors, slide projectors, overhead projectors, and computers for each of five classrooms located at POST. This new equipment has allowed instructors to use the latest in computer technology and animation while teaching cadets.

Second, POST performed a task analysis of officer activities and functions which will be used in drafting new curriculum and course material. A committee of qualified individuals with professional guidance was established to oversee the contractor who conducted a valid job task analysis for peace officers throughout the state. Representative committee members have expertise in drug enforcement, violent crime, corrections, domestic violence, and community oriented policing. After the task analysis is completed and the research report written, the second year of the grant program will involve writing the new curriculum and course material.

Performance Measures/Evaluation Methods:

- Administrative measures include the following:
 - a) Bid out all equipment
 - b) Order and receive the equipment
 - c) Train instructors on how to use the equipment
 - d) Utilize the equipment in POST classrooms
- Track the increased number of students taught at POST, anticipating that more students can be taught with all classrooms fully equipped.
- Track test scores, with the anticipation that enhanced instruction will result in higher test scores.
- Establish a task analysis committee of between 10 and 15 members composed of chiefs, sheriffs, prosecution, family safety and juvenile justice specialists.
- Evaluate several recent job task analysis projects including but not limited to the following states: Idaho, Michigan, New Mexico, Arizona, and Ohio.
- Include a physical fitness component to the job task analysis.
- Bid out and contract with qualified individuals to acquire and review data from Utah law enforcement officers and other criminal justice/public safety contacts, and compile all findings in a job/task analysis report by June 30, 1999.

Program Accomplishments/Evaluation Results:

POST Curriculum Development Project:

During the 1999 grant year POST hired Ken Wallentine as a Curriculum Development Supervisor. He comes with substantial experience in law enforcement curriculum development and training delivery. Ken prepared a time and task plan for the curriculum development process and recruited the staff necessary to get the job done.

Post identified seven curriculum themes to be integrated into all of their scenario based, theme enhanced training including: Tactical Skills, Law, Community Policing, Communication, Healthy Living, Cultural Competence, and Ethics & Professionalism. Special Advisory groups comprised of State leaders were assembled to create lesson plans, student workbooks, computer aided multimedia presentations and prepare exam questions for the training courses.

The Utah Basin Applied Technology Center Police Academy served as a test site for integrating scenario based training in the legal instructions block with excellent results. The Academy featured a prosecutor legal instructor with substantial training and experience in kinesthetic learning. He agreed to join the Law Special Advisory and share his scenario based legal training skills with this group.

Ken Wallentine, the POST Curriculum Development Supervisor, was invited by CCJJ to participate in the development of curriculum for a statewide conference directed at training cultural competence trainers to deliver in-service training to Utah criminal justice agencies. In addition to this Ken has established training contacts in order to share ideas around the Country including: Washington, Ohio, Oregon, Texas and North Carolina.

The POST Curriculum Development project took delivery of the following items: a portable video projector, laptop computer, desk jet printer, phone and office supplies for the Curriculum Development Supervisor.

DPS Training and Equipment Enhancement Project:

The new Command and Training Center was completed with occupancy by the Salt Lake County Field Section, The Training Section, and the Safety Inspection Section. All audio/visual and computer equipment was installed and put to use in classes. The training staff also produced instructional CD's to increase the reach of training throughout the State.

The following classes were held:

- Basic Emergency Medical Technician - 3 week class with 25 students.
- Drug Recognition Expert Certification Training - 2 week class with 30 students.
- Intermediate Accident Investigation Training - 1 week class with 25 students.
- Child Safety Seat Certification Training - 1 week class with 25 students.
- Basic EMT Continuing Medical Education Training - 1 day a week with 20 students.
- Recruit In Service Training - 2 weeks with 20 students.

CRIME SCENE INVESTIGATION/EMERGING TECHNOLOGY *(Purpose #16 - thirteen*

projects in 1999 grant year totaling - \$159,889.93)

Program Goals:

- Enhance crime scene evidence collection, preservation, and investigation capabilities of local law enforcement agencies.

Program Objectives:

- Purchase equipment and supplies in support of crime scene investigations and/or emerging technologies.
- Provide training to crime scene investigators to ensure that evidence is collected and handled in a consistent and proper manner to ensure comprehensive crime scene investigations.

Program Activities/Components:

Law enforcement personnel must have the skills, equipment, and supplies to process crime scenes properly. Too often, cases are lost due to inadequate or improper crime scene evidence collection, preservation, and/or investigation techniques. Agencies receiving grant funds through this program have priority access to crime scene investigation training through the state crime lab system.

In the 1998 Byrne strategy update the intent of this program was broadened to include funding for "emerging technology". Each year requests are received seeking equipment funding for such items as in-car video cameras, digital cameras, in-car laptop computers with modem/Internet access, surveillance systems, and tracking devices. Meeting these additional law enforcement needs through Byrne funding has primarily benefitted rural departments who lack sufficient budget resources to meet needs beyond personnel, weapons, and vehicles.

Performance Measures/Evaluation Methods:

- Equipment and supplies in support of crime scene investigations were bid out and purchased.
- Investigators obtained crime scene investigation training.
- Investigators obtained training on how to use crime scene investigation equipment and supplies.
- Items outlined as emerging technology identified and purchased by local law enforcement agencies.
- Utilization of emerging technology, such as computers, enhances officer productivity.

Program Accomplishments/Evaluation Results:

Nearly all CSI projects in the 1999 Byrne funding year including a training component to enhance the capability of the departments. All the equipment purchases included some level of proficiency training to assure the equipment was used safely and properly.

Some of the equipment and supplies purchased with Byrne funds included: digital cameras enabling agencies to process their own photographs and not depend on local film developers for crime scene pictures; laptop computers in patrol cars; and software in many cases to update and make investigations more efficient; Generators for crime scene vehicles to increase the time on scene for investigators. A summary of major equipment items purchased includes;

- | | |
|------------------------------------|-----------------------------------|
| • Voice Stress Analyzer (CVSA) (1) | • Digital cameras (11) |
| • Evidence kits (1) | • Computer/Server (2) |
| • Surveillance system (2) | • Color printer (1) |
| • CDPD's/Laptop computers (3) | • Distance Measurement System (1) |
| • Digital Camcorder (2) | • Fingerprinting equipment (3) |
| • Photographic Software (2) | • Tracking Devices (1) |

- Power Generators (2)
- Argon laser light (3)
- Automated Investigation Measurement System (AIMS) (2)

These equipment purchases have enabled local law enforcement agencies to gather more substantive evidence. Three agencies provided the following examples of how their equipment purchases improved their efficiency:

Centerville Police Department - MDT project.

The traffic statistics were compiled for the entire period of 9/22/99 through 7/1/00 and compared to the same time last year using the same three officers now equipped with MDT's. The traffic statistics were up in all areas, showing that there was more time to dedicate to traffic enforcement because of the MDT's. The citation and arrest statistics were up greatly with warnings only up slightly. This would indicate that because of the MDT's more flagrant violations were found.

Description	1999 Total	2000 Total	Difference	% Increase / Decrease
Traffic Stops	2061	2404	343	16%
Citations Issued	471	738	267	56%
Arrests Made	85	118	33	38%
Warnings Issued	1494	1529	35	2%

Overall productivity for the year is an increase of 28%.

Layton City Police Department - Astec Fuming Hood project.

"The Astec Fuming Hood has been in continuous use since obtaining the necessary chemicals. The device has allowed a filtered OSHA approved workstation for the analysis of fingerprint evidence. Of particular interest is a 30 year old unsolved triple homicide that the will soon be used on. A bloody fingerprint will be analyzed in the chamber, with chemicals we would not have been able to use on-site prior to this."

West Valley City Police Department - Scene Sweeper Laser project.

"Since the purchase and use of the Scene Sweeper Laser, the West Valley City Police Department has assisted several law enforcement agencies in the State of Utah in establishing proper techniques to recreate the trajectory paths of drive-by-shootings."

DPS NIGHT VISION TECHNOLOGY (Program purpose #16 - \$15,525)

Program Goal:

To enhance the Aero Bureau's ability to provide aviation support to state and local law enforcement day or night.

Program Objective:

Enable the Aero Bureau's pilots to fly safely and effectively at night in urban or rural areas, utilizing the FLIR technology whenever needed.

Program Activities/Components:

The DPS Aero Bureau serves the needs of state and local law enforcement agencies throughout Utah, utilizing fixed wing aircraft as well as Bell helicopters. In 1996, the Aero Bureau acquired four OH-58 Bell helicopters from the West Virginia State Police and the military. With funding from the Legislature and Byrne grant awards, two helicopters were rebuilt with high skid gear, new aircraft electrical systems (avionics), and Forward Looking Infrared (FLIR) technology.

The FLIR allows the Bureau the ability to provide aerial support to ground units after dark. The technology uses infrared light to provide visual contact between the aerial observer and fugitives, drug or gang suspects, or missing persons using heat they produce to reveal their location. In the dark, individuals clearly appear gray/white against a darker background when viewed with an infrared light source.

The Forward Looking Infrared technology is invaluable in locating criminal suspects or missing persons in *any* light conditions. Currently, however, it must be used where there is ambient light (background light from city lights) so the pilot can see to fly the helicopter while the observer uses the FLIR. The FLIR is not a pilot night system. In other words, it does not allow the pilot to fly the aircraft in total darkness, which is encountered once the pilot and observer leave the Wasatch Front. This essentially limits the use of the FLIR to the cities along the Wasatch Front, and even then the pilot often has reduced capabilities to maneuver the aircraft at night.

Until recently, the existing pilot night systems utilized an ambient light intensifier, also known as “night vision goggles” or “NVGs”. While the NVGs were effective in rural areas where light levels were relatively low, they couldn’t be used along the Wasatch Front because they would “wash out” in urban areas from too much light. The Aero Bureau could not justify purchasing these NVGs because they could not be used along the Wasatch Front, the most populated area of the state.

The technology now exists that allows NVGs to operate in both high and low ambient light conditions without the system washing out. The new Night Vision Goggles are a self-contained binocular-type system mounted on helmets - a design that is ideal for use in aircraft. The new generation of NVGs allow the pilots and crew to fly the aircraft at night with a high degree of safety and effectiveness anywhere in the state.

Byrne funds are requested to purchase two (2) pair of Night Vision Goggles (Anvis-9) and two (2) helmets on which to mount the binocular-type system. Funds are also requested to obtain NVG training.

- Bid out, order, and purchase two (2) night vision goggles and two (2) helmets
- Send one (1) Aero Bureau pilot to NVG training
- Train all Aero Bureau pilots and observers on how to use the NVGs.
- Utilize the NVGs to fly at night, responding to calls from state and local law enforcement agencies.

Performance Measures/Evaluation Methods:

- Bid out all equipment
- Order, receive, install, and test the equipment
- Number of pilots and observers trained
- Track the number and types of cases by agency request in which the NVGs are utilized, with and without the FLIR.

Program Accomplishments/Evaluation Results:

- Bid out, order, and purchase two (2) night vision goggles and two (2) helmets.
- *Purchased as Planned*
- Send one (1) Aero Bureau pilot to NVG training.
Training took place in Salt Lake City November 2-4, 1999.
- Train all Aero Bureau pilots and observers on how to use the NVGs.
Training was provided by the vendor using our Aircraft. Capt. Royce and Sgt. Ruqa received the ground school training that covered NVG components and the proper steps for focus and optimization. Lt. Rettberg and Sgt. Ruqa then received flight training in the aircraft for the next two nights. Flight training consisted of normal flight procedures such as landings, take offs and hovering. Specialized training included: terrain flight, mountain flight and emergency procedure training.
- Utilize the NVGs to fly at night, responding to calls from state and local law enforcement agencies.
The following is an account of the NVG's in use by DPS:

"On December 20, 1999, Iron County again requested assistance in a search for three individuals who had been reported overdue for a Christmas tree cutting expedition in the mountains southeast of Cedar City. They wanted there at first light to help search, because the individuals had already been out for two nights in very low temperatures. We were able to depart Salt Lake City two hours before sunrise using the NVG's and arrive on the search area just as it was getting light. We were able to assist in the search and check out some possible remote sites and confirm that the missing individuals were not there, saving ground search teams from having to travel through rugged snow covered terrain. This mission and the one to Richfield again proved one of the concepts for which we got the NVG's: safe deployment across the state at night to arrive at the earliest possible time to quickly assist local law enforcement."

POST FIREARM AND EQUIPMENT ENHANCEMENT (Purpose #16 - \$164,640)

Program Goal 1:

- Improve the officers' and recruits' judgement and decision-making capabilities in reference to shoot/don't shoot situations.

Program Objective:

- Provide instructors, officers, and recruits with a FATS IV machine which will provide more realistic, interactive training.

Program Goal 2:

- Improve the recruits level of physical fitness.

Program Objective:

- Provide instructors and recruits with weight training and obstacle course equipment

Program Activities/Components:

One of the missions of the Utah Department of Public Safety is to provide training to law enforcement recruits through Peace Officer Standards and Training (POST). On average, 205 officers graduate from the academy each year. The current basic curriculum was developed from a job task analysis completed in 1987 which had not been updated to reflect current community and societal problems. The emphasis on community policing, violent crimes committed by juveniles and adults, domestic violence, drug enforcement and interdiction are issues which have emerged since the last curriculum was developed.

The educational background of current POST recruits varies widely from class to class. For example, a class of 19 which started their academy training in January 1998 has one candidate with an associate's degree, one with a bachelor's degree, and one with a master's degree. A class of 35 which started their academy training in February 1998 has nine candidates with associate's degrees, 12 with bachelor's degrees, one with a master's degree, and one with a Ph.D.

- Bid out, order, purchase, and install all firearms, physical fitness, and general program support equipment outlined in the Program Description (e.g. FATS IV, weight training equipment, obstacle course equipment, digital cameras, etc.)
- Send one POST instructor to a week-long FATS training who will then train the other POST instructors and regional training instructors.
- Test all equipment and set standards for use within the context of training levels and the POST curriculum.

Performance Measures/Evaluation Methods:

- Bid out all equipment
- Order, receive, install, and test all equipment
- Schedule FATS training for one POST instructor with the company which provides the FATS machine.
- The POST instructor will provide FATS training to all POST and in service instructors regarding the use of the FATS equipment.
- Track the number of recruits, officers, and POST personnel utilizing the equipment.
- Track the FATS printouts, with the expectation that enhanced instruction will result in improvements in judgement and decision-making regarding shoot/don't shoot situations.
- Track the fitness levels of the recruits using the fitness equipment.

Program Accomplishments/Evaluation Results:

Equipment Purchased and Training for FATS Project:

- Firearms Training Simulators (FATS) (2)
- Glock model 19's systems (2)
- System Control chemical devices (2)
- Firearms Return Fire Device (2)
- 24' Trailer for mobile FATS (1)
- Force Continuum Disks (2)
- Use of Force Disc I & II (2)
- Corrections Scenario Disc (1)
- Book Cases for POST Library (2)

The two FATS were delivered and one was installed at the Police Academy in Salt Lake and other was installed in the 24' trailer in order to be moved around the State for off site training.

During the 1999 grant year, FATS training reached 394 police recruits from around the State, 150 in -service officers received training and 30 officers were trained as instructors on the FATS devices. The advantage of teaching local officers to train their own people, is the familiarity of the instructors with their agencies policies and procedures as well as with each other. The mobile FATS unit allowed the training to be delivered to agencies that may have otherwise not been able to afford to send officers and recruits to Salt Lake. POST also completed training to enable instructors to trouble shoot and repair the FATS machines reducing down time.

Digital Cameras:

Post took delivery of (8) digital cameras and (1) digital video camera and personnel were trained on the proper use of this equipment. Some of the instructors that teach for POST from outside agencies will be using these cameras to enhance their delivery of basic training and in-service officers. The areas the cameras are most used are criminal investigations, accidents investigations, investigator academy and the crime scene academy.

Classroom Space:

POST acquired an enclosed glass training room in the Calvin Rampton Complex lunchroom. This added additional training room that was badly needed. The new room will accommodate up to 50 students and is used primarily for in-service training. Blinds were installed and double entry doors with tinted windows and locks. The following equipment was purchased in support of the classroom expansion project:

- Data Video Projector and Mount (1)
- Personal Computer (1)
- Video Visualizer (1)
- VCR (1)
- Slide Projector (1)
- Projection Screen (1)
- White Boards (2)
- Desk and Cabinet for AV equipment (1)

POST is averaging over one class a week in the new room varying in length from one to five days per class. Other agencies using the class include: DPS, UDOT, and the AG's Office.

Library and Quad Study Area:

The library and computer study area is completed and will continue to be developed. POST is working in conjunction with the police corp to add books and magazines to this area. This area will allow the officers to study and research on-site reducing the need to travel to perform this work. The following purchases were made for the library study area:

Computer Works Stations (6)
PC's (10)
Laser Printer (1)
Chairs (6)
Library Book Shelves
Books, magazines, Textbooks and Publications

As the new manager for the Utah Byrne program, I had the opportunity to meet with POST personnel, tour the facility and see the training tools purchased through Byrne project. The staff at POST, lead by Sid Groll, was impressive, bringing many years of experience to the academy. Ken Wallentine, as Curriculum Development Supervisor is a great asset to the staff. Sid took us

through the facility and Ken demonstrated the FATS training program. I was able to try the program out first hand and found it to be unbelievably realistic. Your heart races and you find yourself ducking virtual gun fire as the scene unfolds before you. I can't imagine any better training device, aside from real situations, that would prepare an officer to deal with a violent confrontation. This is an impressive project with a statewide reach that will serve Utah law enforcement and the citizens for many years to come.

STRATEGIC PLANNING FOR 2002 WINTER OLYMPICS *(Purpose #16 - 105,000)*

Program Goal:

- Insure the security and safety of all participants, volunteers, spectators, and dignitaries attending the 2002 Winter Games in Utah.

Program Objectives:

- Develop a public safety master security plan for the 2002 Winter Games and Paralympic Games addressing all identified security issues.
- Develop venue-specific security plans for each 2002 Winter Games and Paralympic venue sites (including the site for opening and closing ceremonies, and media broadcast center) addressing all identified security issues.

Program Activities/Components:

Salt Lake City was named the host city for the 2002 Winter Games and the Paralympic Games by the International Olympic Committee on June 16, 1995. The Olympic Games will be held February 8 - 24, 2002 with more than 1 million spectators expected to attend. Competition is scheduled for seven sports in 68 medal events. An estimated 3,500 athletes and officials from 80 National Olympic Committees are expected to participate.

The Paralympic Winter Games will be conducted on March 7-16, 2002. Paralympic competition is scheduled for five sports in 35 medal events. About 1,100 athletes and officials from 35 countries are anticipated to attend.

The 2002 Winter Games and Paralympic Games present unprecedented challenges for Utah's local, state, and federal law enforcement agencies due to the uniqueness of this athletic event. The Games will receive a high degree of visibility, both domestically and internationally, and are potential targets for acts of terrorism. The combination of sports competition and world attention, as well as the magnitude and duration of these major international events will require an intensive level of public safety planning, interagency cooperation, and sharing of resources.

- Full-time law enforcement planners will research prior events and attend the Summer Games International Conference during April 2000.
- Venue commanders will attend the 2000 Summer games to gain special event experience by working prior to and during the Olympics at specifically assigned venues.
- Planners and venue commanders will document observations of special event training in writing and compile after-action reports to apply to the master and venue security plans.

- Develop draft public safety security master plan and venue plans.
- Test and refine the master and venue plans at various special events.
- Finalize the public safety security master plan and venue plans, provide training, and prepare to implement the plans during the 2002 Winter Games.

Performance Measures/Evaluation Methods:

- After-action report written and submitted by planners after attending the Summer Games International Conference during April 2000.
- Summary of conference presentations and venue observations
- Specific planning strategies which will be applied to 2002 Winter Games (technology, methods of dignitary protection, training techniques, management of volunteers, etc.)
- After-action report written and submitted by venue commanders after attending the 2000 Summer Games in Sydney, Australia.
- Specific planning strategies which will be applied to 2002 Winter Games (technology, equipment, methods of dignitary protection, training techniques, management of volunteers, and other security issues).
- Identification of problems encountered and strategy to avoid them during the 2002 Winter Games.

Program Accomplishments/Evaluation Results:

In the original grant application DPS received approval to use \$24,620 in grant funds to send five full-time planners to an Olympic Security Conference in Sydney, Australia during March 2000. With CCJJ approval DPS used DOJ Olympic funds to cover these travel expenses- not Byrne. Instead, DPS added the \$24,620 to the \$75,726 in Byrne funds and the \$34,707.50 in match (total = \$138,830) earmarked to send 13 venue commanders and 7 full-time planners to work at the Summer Games in Sydney during Fall of 2000.

At the Olympic Security Conference in Sydney it was learned that non-refundable airline tickets were going fast and that those attending the Summer Games would have to purchase by April 14, 2000 to guarantee seats. This caused DPS to purchase tickets for venue commanders and planners in State Fiscal Year 2000, but not to be able to use them until in SFY 2001. This issue, along with the uncertainty of costs associated with the overseas travel lead DPS to seek an extension.

No funds from this program were expended at the time this report was drafted. CCJJ did approve a grant extension for this project in June of 2000 extending to June 30, 2001. Details of this project will be provided in the 2000 annual report.

RACIAL AND ETHNIC FAIRNESS TASK FORCE *(Purpose #16 - \$20,000)*

Program Goal:

- To complete the mission of the Utah Task Force on racial and Ethnic Fairness in the legal System to "organize and lead to honestly examine and address real and perceived bias toward racial and ethnic minorities within Utah's criminal justice system."

Program Objectives:

- Hire an Assistant Director.

- Hold a comment period on the Task Force's report to allow affected entities an opportunity to respond.
- Conduct additional research to determine the existence of racial and ethnic bias.
- Write Task Force final report.
- Print and publish Task Force final report.
- Formulate a preliminary implementation plan.

Program Activities/Components:

- *Research:* *The identification and utilization of appropriate research methods, the collection and evaluation of the data to determine the extent to which race and ethnicity affect the dispensation of justice through explicit bias and implicit institutional practices. Methods may include, but are not limited to, the utilization of prior studies, surveys, public hearings, focus groups, and the evaluation of existing policies.*
- *Findings:* *The publishing of findings of the data gathered as a result of the Task Force's assessment. Findings will be published in a final report to the Judicial Council, with preliminary findings available via interim progress reports to the Judicial Council.*
- *Recommendations:* *The creation and publishing of recommendations for all aspects of the legal system, including appropriate agencies, community groups, and private citizens to ensure equal access to justice. Recommendations shall include appropriate strategies for implementation as recommended by the Task Force.*
- *Partnerships:* *The development of partnerships both in the legal system and in the broader community to assist in the efforts of the task force to include a broad cross-section of Utah's communities, particularly its ethnic minority communities, both in the fulfillment of its mission and in ensuring the implementation of its findings.*

The Task Force is working to improve law enforcement and the entire criminal justice system through several means. Determining the existence or extent of real and perceived racial and ethnic bias addresses both the potential improper, ineffective use of race in law enforcement as well as decreased levels of public trust in law enforcement around these issues. Whether or not real bias exists, the perception of bias can yield a significant lack of public trust in the system that must be addressed pro-actively if our legal system is to have credibility with its citizens. The Task Force directly addresses these areas through its efforts to determine public perception and the existence or extent of real bias.

Task Force efforts have centered around a cross-institutional and cross-community dialogue that intends to be non-confrontational and to encourage productive change where necessary. These changes strive to enhance efforts to fight crime, to enhance the court process, to reduce delays by eliminating barriers to access, and to provide systemic assistance to all those who utilize the criminal justice system (i.e., juror, witnesses, crime victims, family members). For example, preliminary results suggest that people of color tend to lack information about their rights and responsibilities. This points to a need for community education about the role of law enforcement and the courts in society. These efforts can lower confrontation levels in law enforcement interaction with minorities in situations where defensiveness exists due to lack of knowledge or misinformation about the process.

Performance Measures/Evaluation Methods:

- Assistant Director joins Task Force staff.
- Number and list of entities who respond to the Task Force's invitation for comment.
- Research work plan from the University of Utah Social research Institute.
- Written research results from the University of Utah Social research Institute.
- Draft copy of the Task Force final report.
- Published copy of the task Force final report.
- List of press conferences and presentations for the Task Force.
- Mailing list of final report distribution.
- Concept paper for implementation efforts as proposed by the Assistant Director.

Program Accomplishments/Evaluation Results:

The Task Force has already completed a number of activities. The first phase of the Task Force, covering roughly two and a half years, has been quite productive. The Task Force conducted twenty-seven public hearings from May 1998 to April 1999 in different communities across the state. Some of those hearings centered on geographic areas, such as rural areas of Southern Utah. Others focused on a particular group, such as a hearing for Mexican Americans at Centro Civico Mexicano in Salt Lake City. Hearings were conducted in order to understand Utahns perceptions about the criminal justice system. Comments centered around law enforcement, despite attempts to collect information about the entire criminal justice system. This effort to understand perceptions was coupled with efforts to reach out to educate Utahns with information about the criminal justice system.

The Task Force also commissioned empirical research on the topic of racial and ethnic fairness. That research is being completed by the Social Research Institute at the University of Utah and includes both qualitative and quantitative examinations for real and perceived racial and ethnic bias throughout the criminal justice system from law enforcement through the courts to probation and parole. The Task Force has received preliminary research results and is currently engaged in a discussion with law enforcement to fill gaps in data collection and analysis.

The Task Force has dedicated a significant portion of its recent efforts to working with law enforcement to understand and address the perceptions about racial bias and profiling that many public hearing participants voiced. The Task Force has heard from Utah law enforcement heads about their own perceptions on issues of race and ethnicity and, as stated above, has begun a process to collect and analyze data that will provide greater understanding of these issues. A major purpose of the requested funding is to allow adequate time and staffing to develop this segment of the Task Force's activities in a way that will promote collaboration between law enforcement and other criminal justice entities both in terms of research and system improvements.

The work begun to date constitutes a major undertaking for Utah's criminal justice system and represents a truly collaborative effort to bring stakeholders together to discuss the difficult topic of race in a way that is problem-solving and action-oriented. Task Force members believe that addressing racism and the perceptions of racism are critical to ensuring that every Utahan has equal access to justice. This first phase will be followed by the proposed second phase, outlined below.

During the 1999 Byrne grant year the Racial and Ethnic Fairness Task Force program used grant

funds to purchase consulting services, personnel costs and travel expenses as part of the project.

The Task Force began a formal, written comment period, where it requested responses from over 500 entities, regarding its proposed recommendations for system improvement. Respondents were requested to address the following:

- The factual accuracy of the premises of the recommendation.
- The feasibility of implementation of the recommendations
- The current status of implementation of the recommendations.

Twenty-three responses were received. In addition, three individuals requested time on the Task Force's march 28th agenda. In addition to formal comment, the Task Force met with groups such as the Utah Sentencing Commission to discuss the recommendations. The purpose of this comment period was to ensure as much as possible, that the findings and recommendations were factually accurate, struck an appropriate balance between the ideal and the reasonably attainable, and took account of actual practices within the relevant agencies and communities. Comments were then utilized in a lengthy process to revise its recommendations for inclusion in its final report.

The Task Force also continued its work with the Social research Institute to complete research on the criminal and juvenile justice system, particularly on law enforcement issues. This research was completed by June 30, 2000. Rather than hire an assistant director, the Task Force requested and received permission to hire an intern to assist with Task Force duties. This intern began work on April 5, 2000 and continued until June 12, 2000 when the position was replaced by another funding source.

The Task Force also sent three task Force members: Charlotte Miller, Judge Andrew Valdez and Donna Land Maldonado to the annual meetings of the National Consortium of task Forces and Commissions on racial and Ethnic Bias in the Courts. The conference was held in Teaneck, New Jersey on may 11-13. At the task Force's May 25th meeting, all three representatives spoke about their experiences at the conference, making suggestions for future Task Force work and implementation ideas.

ALTERNATIVES TO DETENTION *(Purpose #20 - two Projects - \$187,000)*

Program Goal:

- Provide alternatives to secure detention with the least restrictive, most cost-effective environment and assist in reducing overcrowded conditions in juvenile detention centers and county jails.

Program Objectives:

- Provide cost-effective community options for offenders who would otherwise be incarcerated.
- Administer sanctions appropriate to the seriousness of the offense.
- Reduce the number of bookings of individuals on minor offenses to free jail space for the more serious offender.
- Increase the availability of other treatment resources to meet offender needs (e.g. anger management, job skills training, problem solving, relationship building, basic education).
- Decrease juvenile offender's substance abuse relapses through substance abuse education and therapy; urinalysis and breathalysers.

- Increase the offender's ability to find and stay employed through job readiness and search/maintenance counseling.
- Structure the offender's time with educational and work activities, and curfew checks.

Program Activities/Components:

- There are two jail diversion projects funded under this category.

Performance Measures/Evaluation Methods:

- Locate sites, as needed, to house the youthful offenders diverted from detention.
- Arrange for work program assignments for offenders diverted from jail and youth diverted from detention.
- Order needed equipment and supplies in support of diversion programs (computers for youth, rakes and shovels for work crews, etc.)
- Arrange for tutors, counselors, and other staff to provide instruction, treatment, and supervision for youthful offenders.

Program Accomplishments/Evaluation Results:

Two Jail Diversion Programs were funded during the last grant year, in Cache County, and Salt Lake County. The *Cache County Jail Diversion Programs* was created as an alternative sentencing option designed primarily to reduce the numbers of recurrent weekender bookings and their associated costs and overcrowding problems. *The Salt Lake County Jail Diversion Program* is a home electronic monitoring diversion program.

Inmates sentenced to the work related Jail Diversion Programs attend an orientation with the officer in charge where they receive a start date and time assignment and are told where to meet. They are picked up at a central location and shuttled to a pre-determined work location by the deputy in charge. A safety meeting is conducted each morning prior to leaving for the work sites. Dress standards are enforced (long sleeved shirts, long pants, hard hats, gloves and sturdy shoes or boots) and participants are trained on how to use all hand tools. Alcohol testing is conducted as well as a check for drug use. Anyone under the influence of any drug is turned over to another deputy and not allowed to participate until a case review is completed.

Cache County The Cache County Jail Diversion Program set a goal of 70 inmates per day average for the year. This target was not attained, with an average closer to 93 inmates per day. This does, however, illustrate the need for diversion programs in the County. Over the past quarter alone the program averaged about 9 inmates per day on work detail. This saved an average of \$325 in housing costs for those days in the past quarter.

The success of the program thus far should be enough to secure permanent funding from the County Council to increase the Sheriff's Department budget to include Jail Diversion. This effort is also supported by the programs third goal of increasing citizen awareness. An article appearing in the Cache County paper, *The Cache Citizen*, was a perfect public relations opportunity to highlight the Jail Diversion program in Cache County.

During the year various jail diversion work projects around the county were performed totaling over 4,582 hours. Projects included the following:

- Utah State University recycling 3093 hrs.
- Dept. of Transportation adopt a highway 226 hrs
- Utah Department of Wildlife hunters education etc 237 hrs.
- Jensen Historical Farm 425 hrs.
- Fire Victims Red Cross 111 hrs.
- Cache County Schools 42 hrs
- Cache County Corp 279 hrs.
- Children's Justice Center 35 hrs.
- Bear River Head Start 89 hrs.
- Logan City 45 hrs.

Salt Lake County Electronic Monitoring The Salt Lake County Sheriff's Home Electronic Detention (SHED) Program allows qualified inmates to do hard time at home instead of in a cell. Inmates are required to work five days a week doing labor-intensive jobs such as landscaping, snow removal, graffiti cleanup, assistance at local food banks and help in unloading public garbage at landfills. On the weekends and for a few hours every weekday, inmates are allotted free time to shop, attend church and visit friends.

"You could be standing in line at the grocery store with people who are serving time with us and not even know it," Salt Lake County Sheriff's Sgt. Dean Adams said.

Program leader Sgt. Brian Cogburn says success has prompted demands for growth. The project is expected to double to 200 inmates at year's end.

"It teaches inmates to go to work every day and gain some responsibility for their lives," Cogburn said.

But besides the obvious appeal to inmates, the undertaking should be welcomed by county residents as well, Cogburn said.

A recent program review, conducted by a University of Utah Social Research Institute team, gave hard data to accompany numerous anecdotal success stories. The research team examined a group of 206 inmates involved in the SHED operation prior to July 1, 1998.

The report discovered the undertaking provided the county with free labor, significantly reduced recidivism, lowered the amount of money spent on inmates and actually gave taxpayers a positive return on invested dollars. Specifically the report found:

The inmates averaged 10.3 bookings each during the year prior to entering the program. The following year participants averaged 3.1 bookings.

The inmates averaged 122 days in jail prior to participation. The following year the group averaged 19.3 jail days.

The SHED program reduced inmate costs to \$23.42 per day -- down from \$53.93 per day for a regular county jail inmate.

During 1999 participants logged 76,672 hours of work in the county. Inmates are not paid for their work, but if they were paid minimum wage of \$5.15 per hour the labor would have cost \$394,860.

Researchers subtracted the program's operating costs from the yearly savings gained by lower inmate costs and found the project netted a \$126,363 gain on taxpayer funds put into the system.

Overall, through decreased bookings, the yearly savings and reduced jail days, the report found the operation netted \$1,267,953 in avoided costs in addition to the free labor.

But the program isn't without risk. Criminals normally locked away from society are comparatively free to roam about the public. While most participants are convicted of nonviolent offenses like forgery and drug crimes, many are felons. This year at least five have escaped. Two remain at large, Cogburn said.

"We conduct surprise checks, and we're notified if they even step onto their porch when they're not supposed to," he said. "There's always going to be a few bad apples in any bunch."

On the whole, most involved remain upbeat about the innovative corrections alternative.

"We try to help (inmates) who want to be helped, and most of them can be helped and are better for it," said Debra Fraser, case manager supervisor for the Avenues Day Reporting Center where program participants can attend classes on substance abuse and anger management. The center treats more than a quarter of the inmates currently in the SHED system, she said.

During the past year this program has seen the following results:

• Total Program participants:	1594
• Inmates completing program without incident:	442
• Inmates who found and/or maintained employment:	264
• Inmates removed from the program due to violations:	116

The total number of labor hours worked by inmates for the year (not including those who had outside employment) was 76,672.

Byrne Partnership Evaluation Project: (Interim report included in appendix)

As part of the evaluation project funded by BJA and CCJJ the University of Utah Social Research Institute has completed a report on the Sheriff's Home Electronic Detention Program. A copy of this report is included in the appendix of this document. As documented in the summary of that report, "The SHED program is exceptionally effective in insuring public safety. The SHED program accomplishes this through stressing participants' accountability, while providing opportunities for competency development. Competency development in the SHED Program focuses primarily on developing good work habits, as shaped through operant conditioning processes. The SHED staff appear unified in their perspective, practices, and commitment to the program. They may benefit from some formal training in operant conditioning and functional behavior analysis for the purpose of refining what they effectively do already."

GANG ENFORCEMENT PROGRAMS *(Purpose #24 - Two projects- \$435,000)*

Program Goals:

- Suppress gang-related crime through investigation, arrest, prosecution, and conviction.
- Promote and foster the collection and exchange of gang information and intelligence between local, state, and federal criminal justice agencies.
- Mobilize the community against gang activity in partnership with law enforcement.

Program Objectives:

- Investigate, prosecute, and convict gang-related offenders in a coordinated fashion.
- Collect and maintain intelligence on gang members and gang-related crimes.
- Provide training to law enforcement officers and civilians regarding gang suppression methods.

Program Activities/Components:

The Salt Lake Area Gang Project and Ogden-Weber are multi-jurisdictional gang task forces. Both units have organized advisory boards composed of civic leaders and law enforcement representatives to identify and develop community-based programs designed to educate youth, parents, teachers, and community members about gangs. Both projects employ a community coordinator as well as officers. The Salt Lake Area Gang Project also employs a data analyst.

The gang projects employ a three-pronged strategy in addressing the gang problems: 1) community mobilization; 2) gathering and disseminating intelligence information; and 3) directed gang suppression activities. Both gang units provide extensive training in their jurisdictions, with Salt Lake and Weber Counties providing annual conferences for law enforcement, educators, social workers, and the like.

Performance Measures/Evaluation Methods:

- Number of gangs and gang members identified.
- Number of gang-related crimes committed, including assaults, homicides, drive-by shootings, and graffiti.
- Number of training presentations and conferences held and number of participants receiving this information, and other projects established to target gang issues.

Program Accomplishments/Evaluation Results:

The Salt Lake Area Gang Project is by far the largest gang unit in the state. The unit covers the greater metropolitan Salt Lake area and operates in a multi-faceted effort. Its member agencies include the police departments of Salt Lake City, Sandy City, Salt Lake County Sheriff's Office, South Salt Lake City, Murray City, West Jordan City, the University of Utah, Utah Department of Corrections, and the Utah Department of Public Safety - Division of Investigation. Suppression plays a large role with detectives who spend many hours driving the streets frequenting the areas gang member are known to "hang out". They also target times, places, and events which have historically been impacted by gang-related crime and violence. These would include such events as the state fair, ethnic and community festivals, concerts, low-rider car shows, and gang member funerals.

The project makes great efforts to provide as much information and investigative assistance as possible to all law enforcement agencies. Project files document over 4200 gang members and can be searched by moniker, vehicle, address, physical description, tattoos, associations, and gang names. Numerous requests are received on a weekly basis from other agencies seeking further information on gang-involved individuals.

In a move to intensify efforts to combat street gang activity, the Gang Project created a specialized gang investigation unit. This unit is made up of seven investigators and a Sergeant. In order to

form this unit an increase in man power was necessary. To meet this need the Salt Lake County Sheriff's Office contributed an additional officer and a sergeant, and the Salt Lake City Police Department contributed two additional detectives. This unit is now responsible for investigating the most serious gang-related crimes, including homicides, aggravated assaults, shootings and drive-by shootings.

Suppression and Investigations

The Salt Lake Area Gang Project continued to build on the momentum created by organizational changes from the previous grant cycle. Specifically, the Unit is utilizing a multifaceted approach to enforcement that allows for swift reaction to, and the proactive preemption of gang-related incidents. Project detectives target events and locations that are likely to promulgate gang activity through suppression; react promptly to incidents through investigative follow-up; and initiate investigations against gang members suspected of involvement in criminal enterprise. Furthermore, the prosecution of gang members has escalated dramatically as a result of an increasingly cooperative relationship with the Salt Lake County District Attorney's Office and the United States Attorney's Office.

Gathering and Disseminating Gang Intelligence

Assisting agencies with intelligence information continues to be one of the Project's primary goals. Each detective turns in field card information on contacts he or she has made with gang member. This information is filed in the Unit's database, which is used to provide investigative assistance to all law enforcement agencies, within, as well as outside the state of Utah. The Unit's files provide documentation on more than 4200 individuals who claim to be gang member or affiliates.

The files include photos, filed cards, and information on tattoos, monikers, addresses, physical descriptions, vehicles, associations, and gang affiliation. This information is maintained in the Unit's GREAT database and also in ULEIN, the state's criminal database. Every day the Data Analyst responds to law enforcement inquiries regarding information on gang-affiliated persons.

During the last year, the unit has begun to implement changes to a new database. The system that is currently being utilized is antiquated. This new database is user friendly and more importantly accessible from mobile data terminals in the field. This will allow not only Unit detectives, but also local law enforcement officers to access and utilize the information while working in the field. Currently, access comes by calling into the Unit's data analyst or by searching hard copies of intelligence files.

These files and photos are utilized continuously to identify crime suspects and their associates, and have been instrumental in solving major crimes around the Salt Lake County area. During this fiscal year, Unit detectives became involved in a long-term investigation involving a violent street gang member who was trafficking in illegal narcotics. The operation was conducted in conjunction with Wasatch Rang Task Force, a local task force that targets mid to upper level narcotics traffickers. This gang member was out of jail, on bail, for a homicide. During the course of the investigation, detectives were able to utilize the Unit's intelligence files to help identify associates of the target. Using the Unit's intelligence, the investigation resulted in the prosecution of 12 gang members and their associates for narcotics.

The Unit's Data Analyst continues to publish a weekly bulletin with information obtained from weekly intelligence meetings. These bulletins are distributed to law enforcement officers and agencies around the state of Utah, as well as agencies in the neighboring states. Each bulletin

contains information about wanted persons, current gang activities and trends, upcoming events and dates that may draw gang activity, and officer safety bulletins about potentially dangerous gang members and situations.

Prevention, Intervention, and Community Mobilization

In partnership with the Community Coordinator, the Community Advisory Board has had in place two subcommittees to work on specific projects: legislative and conference/community awareness. The Legislative Subcommittee researches and focuses on legislation that could potentially impact the gang issue, whether it be regarding school, law enforcement or criminal statute changes. The Community Board provided support, as needed and gained understanding of the legislative process, and how they can impact legislation.

The conference/community awareness committee, in conjunction with a temporary committee formed to address training needs of clergy and religious leaders within Utah, assisted in producing two conferences this grant year. The first conference focused on the religious community and how they could work to identify and intervene with high-risk youth. The religious community identified three areas in which they were interested in receiving training: (1) drug and alcohol abuse/use, (2) gangs, and (3) youth suicide/violence.

The second conference was the Tenth Annual Utah Gang Conference sponsored by the Salt Lake Metro Gang Project. The conference was designed to help persons working with youth and the at-risk population, better understand the gang problem and the risks associated with gang involvement. The two day conference held at the Salt Palace Conference Center addressed over 600 attendees. The 600 plus attendees included 41% law enforcement, 22% educators, 16% corrections staff, 12% allied agencies, 6% court personnel, and 3% miscellaneous community representatives.

Collaborative Efforts

The Community Coordinator worked in collaboration with: The Utah Safe Schools Consortium, NAVVY (Networking Agencies for Violent and Vulnerable Youth), SHOCAP (Serious Habitual Offenders Comprehensive Action Program), and UMACCC (Utah Multi-Agency Cultural Competency Committee).

A summary of the Salt Lake Area Gang Project's July 1, 1999 - June 30, 2000 statistics follows:

Intelligence:

- Number of gangs documented 350
- Number of gang members or associates documented 4234

Crimes:

- A. Gang-related crimes identified 1227
- Gang-related crimes investigated 399

Apprehension/Prosecution:

- Number of gang members arrested 302
- A. Number of gang members convicted 59

Proactive Enforcement:

- Hours of directed gang suppression 1931
- Hours of interdiction/surveillance 620
- Number of search warrants 25

Community Involvement:

- Number of public/private training sessions 143

• Numbers of individuals trained	261
<i>Administration:</i>	
• Number of gang intelligence meetings	1,201
• Number of Governing Board meetings	10
• Number of Community Board meetings	10
<i>Agency Cooperation:</i>	
• Number of outside agencies assists	845
• Number of out-of-state agency assists	44
• Training sessions provided to other agencies	37
• Number of joint investigations completed	100

The Ogden-Weber Gang Unit saw a decrease in gang related offenses during the past year. During the 1995/96 grant year there was a total of 702 gang-related offenses with 281 arrests. The 1996/97 grant year ended with just 667 total gang-related offenses and 311 arrests, the 1997/98 year saw 704 gang-related offenses with 272 arrests. In the 1998/99 year there were 636 gang-related offenses.

A tattoo removal program was started for the Weber County area. Gang members accepted into the program are tracked through the removal process and for one year after by gang project personnel. Doctor Jed Naisbitt at a local laser clinic performs these removals with laser equipment. The tattoo removal program has been on hold for most of the 1999 grant year due to mechanical problems with the removal equipment.

One of the greatest challenges facing the Ogden-Weber Gang Project is a language barrier. There has been an influx of immigrants from Mexico in recent years and officers are struggling to communicate with Spanish speaking members of the community. The need for Spanish translation is occurring on an almost daily basis.

A summary of the Ogden-Weber Gang Unit's statistics for the 1999/00 year are as follows:

• Number of active gangs	60
• Gang-related crimes investigated	636
• Gang-related homicides	1
• Gang-related assaults (simple/aggravated)	104
• Drive-by shootings	15
• Graffiti	103

The summary data provided this past year shows a significant reduction in the number of active gangs and gang members. This occurred as a result of a database purge by the Ogden/Weber Metro Gang unit. All persons in the database that had no activity in the past five years, or who did not have the proper gang identification qualifiers in their information were removed.

Training and Education

The Ogden/Weber Metro Gang Unit Community Coordinator enhances the gang unit by combating the gang problem through education. The past year was a very busy for the Coordinator as he provided over 211 presentations to approximately 7300 people throughout the community. The presentations were made to teachers, students, scouts and a variety of others in the Weber County Area. A presentation was also made during the Salt Lake Metro gang conference. The Ogden/Weber Metro Gang Unit also hosted their annual Northern Utah Gang Conference on September 2nd and 3rd at the Dee Events Center on Weber State University. Over 200 people

attended including: Police officers, teachers, students, attorneys, neighborhood watch members and citizens.

Training attended by Gang Unit members this year include:

- Active Shooter/Rapid Deployment
- Investigative Technology Training Program
- Advanced Officer School.
- Miranda and Legal Update
- School Violence
- Advanced Practical Homicide
- Intelligence Gathering Techniques for Gangs
- Interview and Interrogation

In the next year the Ogden/Weber Metro Gang Unit will begin the highly successful Mobilize Against Gangs In Communities (MAGIC) program. The MAGIC program provides support and counseling services to individuals involved in the gangs as well as their families in an effort to diminish gang influence on individuals. The program will be housed at the police substation at the Ogden City Mall and counseling sessions will be held at Central Middle School. MAGIC will be made available free of charge.

Gang Conferences

During the 1998 grant year the need for numerous local gang conferences around the state was examined. CCJJ found that much of the information being shared was not unique or different than what was being presented at the Salt Lake Area Gang Conference. Since the Salt Lake Area Gang Conference is one of the premier gang conferences in the Western United States involving hundreds of attendees, grant funded gang projects were encouraged to merge their efforts with those in Salt Lake and assist in hosting one major conference per year. The need to have local conferences has just not proved to be cost effective. The Cache county and Utah county Gang Units have both decided not to host separate gang conferences in the coming year. This consolidation will allow limited grant resources to be utilized in other suppression activities.

The Ogden/Weber Metro Gang Project is comprised of the following personnel:

From Ogden:

Lt. S. Randy Watt

Sgt. Loring L. Draper

Coordinator Vernon Hairston

Secretary Marti Parker

Det. Doug Lucero

Det. Chad Ledford

Det. James Gent

Det. Bart Heslington - Riverdale

Det. Tony Hanson

Dpty. Gary Worthin - Weber County

Det. Bart Thompson - Roy

Chief Max Jackson - Harrisville

Det. Butch Seamons - N. Ogden

Det. Joey Kuni - Pleasant View

Det. Mike Davies - Weber State University

SUPPLEMENTAL INFORMATION

BYRNE EVALUATION PARTNERSHIP PROGRAM FINAL REPORT

University of Utah Social Research Institute

R. Steven Harrison Ph.D.
Research Associate Professor
Principal Investigator

Bruce V. Parsons, Ph.D.
Associate Director, University of Utah Social Research Institute
Project Coordinator

Edward Cahoon Byrnes, M.S.W.
Research Analyst

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We are also grateful to the following program supervisors and staff members: Captain Robert Beemus, Housing Captain, Sergeant Brian Cogburn, Corrections Sergeant, and Leslie Perkins, Corrections Officer, all of the Salt Lake County Sheriff's Department, Jail Division SHED Program; Napoleon Hagood, Division Chief, Assessment and Diversion Division, and Krista Murray, Probation Officer, both of the Third District Juvenile Court, Juvenile Drug Court Program; and Cathy Crawford, Program Specialist, Day Reporting Center Supervisor, Molly Prince, LCSW, Program Specialist, ISAT Program Supervisor, Kathy Scott, Bonnie Vreeken, and Debbie Kemp, all of the Outpatient Sex Offender Treatment Program.

Students who assisted with the evaluation include Wesley Church, Roger Nelson, Garrison Jeppeson, Robert Mecham, and Curtis Budge from the University of Utah Graduate School of Social Work.

This project was made possible by the Utah Commission on Criminal and Juvenile Justice, and the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance.

BYRNE EVALUATION PARTNERSHIP PROGRAM FINAL REPORT

The State of Utah, Commission on Criminal and Juvenile Justice (CCJJ) proposed to enhance its program evaluation capacity by developing an evaluation partnership with the University of Utah, Social Research Institute (SRI). The SRI was hired to conduct in-depth process and outcome evaluations of programs that the CCJJ had implemented in the community beginning in November 1997. The evaluation focused on three innovative projects funded with Byrne Formula Grant funds: 1) the Third District Juvenile Drug Court Program, 2) the Department of Corrections Outpatient Sex Offender Treatment Program, and 3) the Salt Lake County Sheriffs Electronic Diversion and Work Program. The essential elements of each of these programs are described in Section A below.

DESCRIPTION OF BYRNE FORMULA-FUNDED PROGRAMS EVALUATED

Juvenile Drug Court

The Third District Juvenile Drug Court Program is designed as an alternative to the minimum mandatory penalties for first time drug offenders. The Juvenile Drug Court is loosely patterned after the adult Drug Court model being implemented in Utah and throughout the nation. Similarities between the juvenile and adult models include an expedited court process, diversion to appropriate drug and alcohol services, case management tracking services, and frequent judicial reviews. The Juvenile Drug Court is dissimilar to the adult model in that it is focused primarily on the "front end" population engaged in misdemeanor violations of drug laws (primarily marijuana) and second time possession of alcohol, rather than more serious offenders with felony charges.

According to Utah State law, what generally occurs as a result of misdemeanor drug offenses is the "minimum mandatory penalties." These penalties include at least a \$150 fine, 20 - 100 hours of community service, and suspension of the driver's license. However, these penalties do not force juvenile offenders and their families to address the youth' substance abuse problems. The Juvenile Drug Court Program provides a mechanism to address the substance abuse problem through education, treatment, family intervention, community protection, other and appropriate sanctions and consequences. The combination of these program elements results in a balanced approach to the issue of youth substance use.

Juvenile Drug Court provides an expedited court process and cases are set for judicial reviews at 30 to 45 day intervals to monitor participants' progress. Reviews may occur as often as every week for those who break their agreements with Juvenile Drug Court or continually have compliance problems. At each review, a youth's accomplishments over the past weeks are summarized. Depending on their progress, clients may be congratulated, admonished, or may receive additional penalties for noncompliance. Additional penalties may include, but are not limited to: assessment of additional community service hours, month by month extension in the program, and/or short term commitment to a detention facility.

Services are available in the following areas: 1) substance abuse evaluation utilizing the Substance Abuse Subtle Screening Inventory (SASSI), 2) referral to a variety of community-based education programs (paid for by the family), 3) referral to substance abuse treatment programs, if necessary, 4) referral to mental health agencies, if necessary, 5) random urine drug screens at no cost to the family, 6) tracking services provided by Juvenile Drug Court

personnel (home, work, school, community), 7) collaboration with other agencies in contact with families, and 8) regularly scheduled judicial reviews to insure participant compliance.

The dual mission of the Juvenile Drug Court Program is 1) to identify youth with substance abuse issues and provide them with appropriate resources, and 2) to divert them from further substance use and court involvement. Potential drug court clients are identified when they enter the Juvenile Court. Cases are set for an initial interview within two weeks of receipt, at which time they must complete a substance abuse evaluation utilizing the SASSI, as well as a social and substance use history. These processes are facilitated by Juvenile Drug Court staff members. Potential participants who either deny the allegation(s) or refuse to participate in the process are removed from further consideration of participation in the program without completing the assessment and history. If a minor chooses to participate in Juvenile Drug Court, the case is scheduled for a court hearing within two to four weeks, at which time a plea in abeyance is entered for a minimum of six months.

Each Juvenile Drug Court Program participant is ordered to complete a minimum of 60 hours of community service, and they are expected to complete at least 15 of those hours per month. This process enables the participant to give something back to the community, instead of victimizing the community. Community service gives the individual a positive experience in helping others and also serves as an opportunity for prosocial involvement for the commission of their drug related offense(s). Other conditions of participation include enrollment in either a family-focused substance abuse education program or a substance abuse treatment program within one month of the first court hearing. Depending on the outcome of the substance abuse evaluation, a referral is made to either a community-based education program or to a treatment agency.

Those youth determined by the SASSI to be chemically non-dependent are referred to educational programs that are attended by both the youth and their parents. They meet in group sessions two hours each week, for six weeks. Topics of discussion include, but are not limited to: Communication, Family Relationships, Drug Awareness and Education, Decision Making, Refusal Skills, Accountability, Problem Solving, Feelings, Denial, and Laws and Consequences. Once a participant has completed the educational program, the agency sends confirmation to the court and the youth is given hour-for-hour credit toward the community service requirement.

Participants who are determined by the SASSI to be chemically dependent are referred to community-based substance abuse treatment programs. Because a state agency cannot make specific referrals to private organizations, participants are given a list of treatment agencies in the community. They are responsible for choosing the agency that best suits their needs, but must follow the treatment recommendations of a licensed professional (i.e. inpatient, outpatient, day treatment, etc.). Participants are required to bring proof of enrollment to court within four weeks and compliance with treatment plans is monitored. Treatment must continue until the client is formally discharged from the program. Participants may receive hour-for-hour credit toward the community service requirement for hours spent in treatment.

Tracking services and random drug testing also begin within seven days of the first court hearing. These services include monitoring participants' progress at home, at school, on the job, and in the community. Drug testing occurs at least once per month, but generally more often, depending on the individual in question.

Participants are given three writing assignments to be completed during their first three weeks in the Juvenile Drug Court program. First, participants are required to write a three-page research paper addressing the dangers of using drugs and alcohol, using current research found in periodical publications. In addition, they must write a two page essay on their life goals, and describe how they plan to attain these goals. Finally, participants are assigned a book with a drug or alcohol related topic. They must write a three-page book report detailing what they learned about themselves through reading the book. These writing assignments are meant to shift the youth' perspective and compel them to utilize critical thinking skills to examine drug and alcohol issues.

Another requirement for Juvenile Drug Court participants is attendance at semi-monthly speaking engagements. Each month, Juvenile Drug Court arranges these two-hour meetings with professionals in the field of substance abuse and law enforcement, or those individuals from the recovering community who are willing to speak about their personal experiences relating to drugs or alcohol. These activities are designed to further educate the clients and families on drug and alcohol issues.

Other requirements of Juvenile Drug Court include school attendance, which is monitored by Juvenile Drug Court staff, and parental support and involvement, which are critical to a youth's success in the program. Youth must also refrain from any law violations and referrals to the court. Any breach of the Juvenile Drug Court conditions may result in a participant's plea being entered, meaning that the admission to the allegation and a conviction for it is entered on their juvenile record.

A participant successfully completes Juvenile Drug Court after fulfillment of the program requirements has been determined, and he or she has remained substance free, usually for a six-month period of time. A graduation ceremony is held in conjunction with the Speakers Bureau each month to celebrate the success of Juvenile Drug Court graduates.

Outpatient Sex Offender Treatment

Since 1995 The Utah Department of Corrections has been operating a Day Reporting Center (DRC) that specializes in both outpatient treatment and increased supervision for probationers and parolees who are at high risk for revocation. Currently the treatment options include intensive substance abuse therapy, cognitive restructuring, cognitive life skills classes, community resource utilization, parenting, anger management, mental health, domestic violence, victim empathy, adult basic education, and job seeking/maintaining skills.

Sex offender treatment programing at the DRC was initiated in 1996 with funding from the Byrne Partnership Grant. The Program addresses the critical need to ensure affordable treatment for sex offenders living in the community. Because job search/job readiness, substance abuse treatment, domestic violence, life skills and adult basic education may be necessary elements to include in the offender's treatment, programs which currently exist at the DRC are used as part of the sex offender program.

Offenders convicted of a felony for rape, sexual assault and sexual abuse of a child are the primary participants in the program. Offenders convicted of other sex offenses may be considered on a case-by-case basis. The primary goal of the program is to help offenders learn to control their sexual acting out so that they can live in the community with an eliminated

or reduced risk to the public.

The treatment program takes a cognitive/behavioral approach to eliminating inappropriate and illegal sexual activity. The treatment modalities include, but are not limited to, sexual reorientation if appropriate, individual and group therapy, psychological and sexual arousal evaluations conducted by licensed staff, psycho-educational course work, and relapse prevention. Couples and family counseling may be used in conjunction with other therapeutic modalities. Client progress is measured through physiological testing (plethysmograph) which documents the decreased deviant arousal pattern. The plethysmograph is the accepted method to test an offender's arousal pattern by professionals treating sex offenders. In addition to the plethysmograph, offenders may be tested by polygraph to determine their program compliance and progress.

Assessments are completed on all offenders as they enter the program and again when they have completed treatment. These assessments focus on how well the offender is progressing and is meeting the goals of the treatment program. Assessments include standard psychological and physiological testing. The program operates according to a level system. Descriptions of the levels and the intake procedure follow:

Initial assessment and intake

The initial assessment consists of a review of client information in the following areas: Pre-Sentence Investigation Report, psychosexual evaluation, psychological evaluation, and the offender's personal history form. If there is no information from a psychosexual evaluation available on a client, or if the information from the most recent evaluation obtained is more than five years old, a complete psychosexual evaluation will be completed. The evaluation will consist of an individualized assessment of the offender's intellectual, psychological, behavioral, and electrophysiological sexual arousal functions. Each offender undergoes an electrophysiological assessment, by means of a penile plethysmograph, to more fully assess the pattern and severity of his deviant arousal. This instrument has been in regular use with sexual offenders for approximately 30 years and is considered to be the most accurate and valid means of assessing sexual arousal patterns.

Program Levels

Level I: Treatment modalities used on this first level include writing assignments and workbooks that begin to stimulate a change in clients' thinking about their behavior. The focus is on increasing self-awareness and teaching clients accept responsibility for their crimes. Other goals of this stage are to have clients develop victim empathy and to help clients to understand that they can control their deviant sexual behavior through therapy.

Level II: The second level of treatment is more intensive than the first and consists of weekly group therapy sessions. The curriculum for Level II is based on the common treatment needs of all sexual offenders, such as understanding the deviant sexual cycle, the dynamics of sexual behavior, and arousal patterns. Other treatment components encourage clients to begin to express victim empathy, and educate clients about thinking errors, having them identify how these thinking errors have affected their behavior.

Level III: At this level, the treatment program utilizes the therapeutic setting of the Day Reporting Center to focus with even more intensity on the sexual deviancy and criminality of

the offender. This intensive component consists of group therapy, individual therapy, psycho-educational skills courses, peer groups, couples therapy, and family therapy. This intensive portion focuses on having the offender begin to understand the dynamics of his choice to sexually offend and to demonstrate empathy for his victim(s). He learns to identify specific conditions, thoughts, feelings, and events which influenced his choice to sexually offend. By the end of this level, the offender will, to the best of his ability, integrate the cognitive and empathetic elements of treatment. He will demonstrate an internalization of the treatment goals and issues. Focus is also placed on ensuring that clients clearly understand and are able to utilize relapse prevention techniques.

Level IV: This level is designed for those offenders who have successfully completed Level Three, and who are prepared to be reintegrated into the community. This component of treatment relies on support groups, individual therapy, group therapy and individualized treatment plans developed by the entire treatment team. Follow-up electrophysiological arousal analysis by penile plethysmograph is to be completed by this phase "to indicate a decrease in deviant sexual interests and an increase in non-deviant sexual interests", as detailed in the contract between UDC and ISAT.

The length of the treatment program varies depending on the specific needs of individual offenders. The most intensive portion of the program, Level III, is designed to last an average of 12 months. Once Level III is completed, the participant enters aftercare. This component utilizes support groups and/or individual and group therapies as determined by the treatment team.

Special Needs Track

A new track was introduced to the program during the Spring of 2000. This Special Needs Track addresses the unique needs of offenders who are developmentally delayed, learning disabled, mentally ill, or have a limited understanding of English. The Special Needs Track individualizes treatment delivery while maintaining a level system that is based on achieving treatment milestones. This track has the same treatment goals as the regular OSP program, but is designed to meet additional needs specific to these groups. Molly Prince, LCSW, was recognized for developing the Special Needs track by the University of Utah Graduate School of Social Work Alumni Association, who awarded her the Distinguished Young Alumni Award. This program is viewed by ISAT and DRC staff as a positive addition to the program.

The Day Reporting Center is open from 8:00 a.m. to 9:00 p.m. weekdays and is open from 8:00 a.m. to 2:00 p.m. on Saturdays. Hours have been adjusted to meet clients' needs, and are currently being reviewed in order to increase the number of hours the DRC will be open, which will include extending the hours on Saturday. The current hours offer flexibility so that offenders can participate regardless of their work schedules.

Electronic Monitoring and Work Program

In the mid-1990s the Salt Lake County Metro Jail was experiencing serious overcrowding problems. Several factors contributed to the problem, including the fact that almost 25,000 people were booked into the jail in 1996. By Federal Court order, Salt Lake County had to maintain a cap on the jail population. Booking restrictions and Federal Court Decree Release were used to maintain this cap, but were not solutions to completely fixing the problem. The jail was over 30 years old and the design did not allow for efficient housing of inmates.

Remodeling and retrofitting to meet current safety codes would have been more costly than was economically feasible. Ground breaking on the new Adult Detention Facility was held on August 6, 1996, and the facility was completed in mid-1999. The overcrowding in the Metro Jail was a tremendous problem until the new jail was operational. Another factor in the overcrowding of the jail was the population growth in Salt Lake County, which has increased faster in the past 8 years than any other time in the history of the county. The crime rate has increased in direct portion to the general population.

To alleviate some of the jail overcrowding, an electronic diversion and work release program was implemented in August of 1996. This program, known as the Sheriff's Electronic Diversion (SHED) Program provides electronic monitoring of clients while they are at home, in addition to a work program for those who are not otherwise employed. Participants who already have employment or are employable are encouraged to work outside the program. For those who are unemployed, a structured work program is provided.

The SHED Program initially moved 45 participants out of the jail, making room for prisoners who had committed more serious crimes. The SHED Program has expanded its capacities, and now serves almost double the number of participants as it did in 1998. The increase in program participants began in May of 1999, when the program received additional Salt Lake County funding. The program has served an average of 75 participants each month since then, ranging from 54 in May of 1999 to 86 in December of 1999. This average is based on the number of active cases on the SHED Program inmate roster at the end of each calendar month from May through December of 1999. The program is now staffed by eight Peace Officer Standards trained (POST) sheriff's department officers and two civilian employees who are not POST certified. These officers continue to share duties as case managers and labor detail supervisors for SHED participants. The program has added an evening shift, from 3:00 p.m. until 11:00 p.m. each weekday. This has decreased the need for officers to share on-call duties on a rotating basis.

The participants for the SHED program are carefully screened to ensure that they are not a danger to the community and that they will comply with the monitoring procedures. Electronic monitors are secured to the ankles of participants and phone/electronic units are placed in their homes via phone lines. Daily schedules are entered in the computer to track each participant's approved location. A computer program routinely checks on the location of participants and notifies an operator when participants are out of range. False positives are eliminated by immediate call backs that require the participants to report their locations. This can be voice recorded or done in person to the monitoring staff.

The work projects have been developed by the SHED program coordinators in conjunction with the Salt Lake County Public Works Department. Job site locations and all the hand tools needed for a particular project are inspected by one or both of the coordinators prior to work being started. Vehicles, heavy equipment, most of the tools, and the operator are provided by public works. Use of power tools or mechanical equipment is prohibited by inmates in the program due to liability issues.

The participants in the diversion program are pre-booked, oriented, and tracked by the program coordinators. Participants are transported to and from the work sites by a County Jail Correctional Officer and then assigned work details. The participants are supervised by and work with one or more public works employees and at least one correctional officer. The participants return to their homes after providing the community with eight hours of labor,

Monday through Thursday, until their commitments are completed.

OVERVIEW OF PROPOSED EVALUATION

The Social Research Institute conducted a three-year evaluation of the programs outlined in Section A. Because these were new programs, the main foci during the first year were to document program procedures through a process evaluation, to plan the outcome evaluation, and to begin to initiate the outcome evaluation. The remaining two years were used to evaluate the outcomes of the fully functioning and well-implemented programs.

Process Evaluation

Process data are used to provide a description of what happened during the implementation of the project. The process evaluation produced information that includes what was actually done, who did it, who were the participants, what barriers inhibited implementation, and how barriers were overcome. By collecting this information, the evaluation team captured enough detail about the program and critical program activities to allow replication of the program in other locations that have similar populations with similar needs. Process data are also important when interpreting the outcome data. Without a thorough understanding of how the program was implemented on a day-to-day basis, it is difficult to know which aspects of the program were responsible for the observed outcomes.

Outcome Evaluation

The outcome data focused on the changes that resulted from the various program activities. While the ultimate goals of the programs are to help offenders gain the skills necessary to function successfully in society and to reduce the impact of crime on citizens and government, there are other outcomes specific to program components and activities that were documented. Both qualitative and quantitative methods were used to collect the outcome data. Quantitative data are important because they produce numerical results that can be compared with the data collected at different points in time, as well as data from other projects. Qualitative data are often collected through interviews and reviews of program material and usually result in a much deeper and more meaningful understanding of the project being evaluated.

The evaluation was an ongoing process that included the following evaluation activities: 1) documenting the program activities, 2) monitoring the implementation of the programs to ensure that the programs were developed as planned, 3) determining who was responsible for entering key data elements, 4) ensuring that the data necessary for program evaluation was being collected and entered in a timely manner, 5) ensured that the computer systems could deliver information as needed, and 6) producing regular reports documenting the activities and outcomes of the three programs.

Specific evaluation techniques and methods of analysis that were used with each of the three programs are discussed in the following sections. It should be noted that some of the measures and outcomes that were outlined in the evaluation proposal were modified to meet the needs of the specific programs, which became apparent when the evaluation was actually implemented.

Juvenile Drug Court Evaluation

Information used for the Juvenile Drug Court program evaluation was collected at various points of service by program staff and was then supplied to the evaluators. The Juvenile Drug Court staff collected and provided the evaluation team with data on program participants, such as demographics, substance abuse history, SASSI scores, Risk Survey profiles, and pre- and post test Child Behavior Checklist List (CBCL) scores. The evaluators also obtained data from the Juvenile Justice Information System (JIS) on arrests, charges, and sanctions for each program participant, as well as the results of urinalysis screenings that participants completed at various points during the program. Finally, process data, such as treatment modalities used, were collected by the Juvenile Drug Court staff from agencies that provided substance abuse treatment to the youth in the program.

A pre-post design was used to evaluate individual client success in the Juvenile Drug Court program. In addition, a comparison group was constructed to evaluate the success of Juvenile Drug Court graduates compared to other individuals who either dropped out of Juvenile Drug Court or received traditional juvenile probation services. This comparison group was selected to match the Juvenile Drug Court participants on age, gender, and criminal history. The advantage of having three years for the evaluation was that these clients were tracked over time. For some clients, data were available for up to three years after they finished the program.

Outpatient Sex Offender Treatment Evaluation

The primary goal of the Outpatient Sex Offender Treatment program is to reduce recidivism and criminal behavior by providing intensive sex offender treatment and supervision. For the evaluation, program staff members provided data on rates of participation in the program, percentage of participants completing the program, and characteristics of successful participants. The psychosocial information collected by the program contains considerable information about the demographics, psychological, and criminal backgrounds of the participants. This information was linked to participants' outcomes, and analyzed according to whether they completed the program, dropped out, or re-offended. These data together are important for identifying risk factors for recidivism. The recidivism rate of program participants over the three-year period of the evaluation was calculated and compared by completion status. Finally, an analysis was completed comparing the participants pre-to-post change as measured by plethysmography and polygraphy.

Electronic Monitoring and Work Program Evaluation

When faced with the problem of overcrowding, jail personnel can more effectively manage their jail population through the use of alternative sanctions. The electronic monitoring program provided a jail diversion program for non-violent offenders. Evaluation efforts focused on documenting the procedures used to electronically monitor offenders in a community setting and the outcomes of those procedures. Information on the jail space saved, work days provided to the community, re-incarcerations, and program costs and benefits were calculated and analyzed. In January 2000, the costs were \$23.42 per day to monitor an individual in the community, compared to \$53.93 per day to maintain a person in jail. The evaluators also tracked and calculated the recidivism rates program of individuals who participated in the program.

UTAH THIRD DISTRICT JUVENILE DRUG COURT

Participants

General Demographics

There were 310 participants listed in the Juvenile Drug Court (JDC) database on June 30, 2000. The JDC participants ranged in age from 12 to 18 years old, with an average age of 15.3 years. Male participants accounted for 74% (n=229), with 26% (n=81) being female. The participants were 84% (n=260) White, 1% (n=4) African American, 12% (n=37) Latino, 2% (n=6) Native American, and 1% (n=3) Asian or Pacific Islander.

Psychological Data

There were 126 participants who had either graduated from or dropped out of the JDC during the course of the evaluation. Psychological data about the participants were collected using the Achenbach Child Behavior Checklist (CBCL) and the Juvenile Drug Court Needs Assessment Survey after the evaluation began. In addition, substance use and abuse data were collected using the Substance Abuse Subtle Screening Inventory (SASSI) before and after the evaluation began. Each of these assessment tools will be described in more detail below."

Substance Abuse Subtle Screening Inventory

Description

The SASSI is a self-report test containing 86 indirectly-worded questions about alcohol and substance abuse. The adolescent form of the SASSI was developed for ages 12 through 18. This inventory is designed to be a subtle test where defensiveness and deception are factors during the assessment. The JDC staff have been trained to interpret SASSI results, which include both a chemical dependency profile and a series of scale scores. Chemical dependency profiles produced from the SASSI partially guide participants' referrals, and are interpreted within the context of presenting problems, offense history, and results of a psycho social assessment. Scale scores are used for identifying treatment issues to target, such as attitudes about alcohol or drugs, or defensiveness about substance use.

The SASSI scores are reported for the following face valid and subtle scales:

Face Valid Alcohol (FVA). This scale is a face valid measurement of the youth's alcohol use.

Face Valid Other Drugs (FVOD). This scale is a face valid measurement of the youth's use of drugs other than alcohol.

Overt Attributes (OAT). This scale reflects a tendency of the test taker to acknowledge behaviors and personality characteristics commonly associated with substance abusers.

Subtle Attributes (SAT). This scale measures the tendency of the test taker to be detached from his or her feelings and to have little insight into the cause of his or her problems.

Defensiveness (DEF). This scale reflects the tendency, of the test taker, to avoid any personal limitations and/or faults.

Defensiveness II (DEF II). Same as DEF.

Correction (COR). This scale assesses the test taker's level of risk for future legal problems.

Random Answer Pattern (RAP). This scale measures the attentiveness of the test taker to the answering of the questions; it is also used to show possible non-compliance.

The SASSI also classifies participants into the chemically dependent or non-chemically dependent category, based on constellations of their scale scores. The individual scale scores also provide information that can be used for further evaluation and treatment.

SASSI Scores

Of the 126 participants who were discharged after the evaluation began, 94 had SASSI scale scores in their JDC program files. Of the 184 participants who were discharged before the evaluation began, 58% (n=107) had SASSI scale scores in their JDC program files. SASSI scale scores were available for a total of 201 JDC participants. Chemical dependency profiles were available for all 310 JDC participants.

Out of the 310 JDC participants there were 80% (n=248) who did not have chemically dependent SASSI profiles. There were 20% (n=62) who did have chemically dependent SASSI profiles. Figure 1a displays the participants' average SASSI scale T-scores. T-scores have an average of 50, and a standard deviation of 10. T-scores reflect where an individual's score is in relation to national norms. Approximately 84 percent of individuals have T-score at or below 60, and 98 percent of individuals have T-score at or below 70. The data show JDC participants tend to have more favorable attitudes about drug use, and are more likely to be involved with correctional systems than the average adolescent. Judging from these data, it can be said that the JDC is serving its' intended population - youth who are drug involved but not addicted, and who are at risk for further involvement with the juvenile justice system.

Achenbach Child Behavior Checklist (CBCL)

Description

The CBCL is a questionnaire for parents to complete that asks parents about their children's behavior. Parents of JDC participants were asked to complete the CBCL on two occasions, at intake, and at completion of the program. The CBCL reports the following eight problem scales: 1) Withdrawn Behavior; 2) Somatic Complaints; 3) Anxious Depressed Behavior; 4) Social Problems; 5) Thought Problems; 6) Attention Problems; 7) Delinquent Behavior; and 8) Aggressive Behavior.

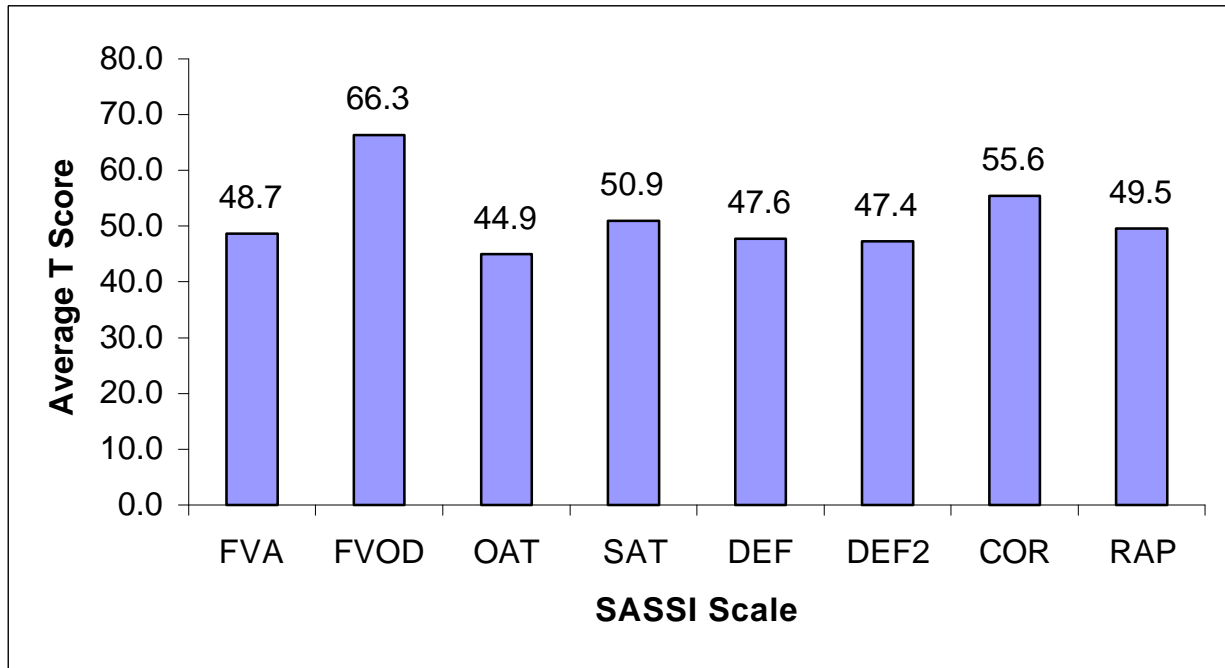


Figure 1a. Average SASSI scale T-scores.

The CBCL also reports scales on Introversion, Extroversion, and Total Problems which are based on scores from the eight problem scales. The CBCL has national norms, and scale scores are reported as T-score values for ease of interpretation. The CBCL has been used in several repeated measures studies, and in addition to having sound psychometric properties, it provides researchers with a common language describing problems among youth.

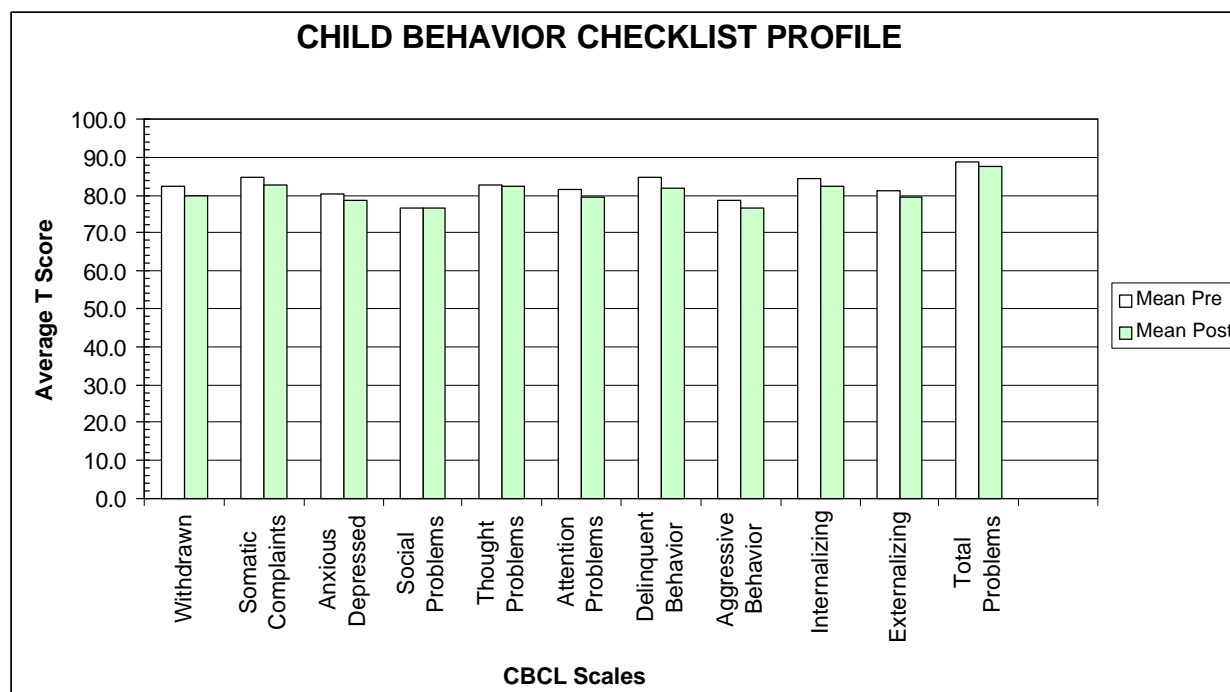
CBCL Scores

As mentioned above, the CBCL was not part of the regular JDC assessment protocol before the evaluation began. Among the 126 participants who began the JDC during the evaluation, the parents of 70 % (n=88) had completed at least one CBCL. The 69 graduates had 60% (n=41) of their parents who completed a CBCL when their children graduated from JDC. A total of 70 percent of the parents of program participants who began the program during the evaluation period completed at least one CBCL, while 60 percent of the parents of those who graduated completed a second CBCL. CBCL pretest and post test data were linked for 37 cases, all graduates, representing 54 percent of the participants who graduated from the JDC program after the evaluation began.

The T-scores for the pre- and posttest for the various scales of the CBCL can be seen in figure 1b. The raw total and subscale scores on the CBCL, for the JDC youth were compared with those of the national sample found in the test manual. The published tables for the CBCL identify T-score means for each subscale and the total test score for normal populations (youth not participating in any type of mental health treatments). The raw total score and subscales scores for the JDC youth were converted to normalized T-scores.

The normalized T-scores have a mean of 50 and a standard deviation of 10. The total T-score of 88.6 is almost four standard deviations above the mean. For all the subscales of the CBCL, the mean T-scores were above 77, suggesting that as a group, the JDC youth were nearly three standard deviations above the mean. Thus, the JDC youth, as reported by their parents, scored higher than 99% of the population on the scales of the CBCL.

Figure 1b. Average pretest and posttest CBCL scale T-scores.



At pretest the average withdrawn behavior scale T-score was 82.2, and at posttest the average T-score was 79.6. At pretest the average anxious depressed scale T-score was 80.2, and at posttest the average T-score was 78.8. At pretest the average social problems scale T-score was 76.7, and at posttest the average T-score was 76.7. At pretest the average thought problems scale T-score was 82.5, and at posttest the average T-score was 82.2. At pretest the average attention problems scale T-score was 81.6, and at posttest the average T-score was 79.5. At pretest the average delinquent behavior scale T-score was 84.8, and at posttest the average T-score was 81.9. At pretest the average aggressive behavior scale T-score was 78.7, and at posttest the average T-score was 76.6. At pretest the average internalizing scale T-score was 84.2, and at posttest the average T-score was 82.4. At pretest the average externalizing scale T-score was 81.2, and at posttest the average T-score was 79.3. At pretest the average total problems scale T-score was 88.6, and at posttest the average T-score was 87.6. Statistically significant differences were found between pretest and post test on the Withdrawn Behavior and the Aggressive Behavior scales of the CBCL. These T-scores indicate that parent-reported problems with withdrawal and aggression decreased for JDC graduates.

Risk And Protective Factor Survey

Description

The Juvenile Drug Court Needs Assessment Survey used in this study is based on research investigating the factors that place youth at risk for substance abuse and other problem behaviors, and those that help protect youth from substance abuse and other problem behaviors. In medical research, risk factors have been determined for heart disease and other health problems. Through media campaigns to inform the general public about the risk factors for heart disease, most people are now aware that behaviors such as eating high fat diets, smoking, and lack of exercise, place them at risk for heart disease. Social scientists have defined a set of risk factors for the youth problem behaviors of substance abuse, delinquency, violence, teen pregnancy, and school dropout.

Dr. J. David Hawkins, Dr. Richard F. Catalano, and their colleagues at the University of Washington have reviewed more than 30 years of existing work on risk factors from various fields and have completed extensive work of their own to identify risk factors for youth problem behaviors. They identified risk factors in important areas of daily life: 1) the community, 2) the family, 3) the school, and 4) within individuals themselves and their peer interactions. Many of the problem behaviors faced by youth; delinquency, substance abuse, violence, school dropout, and teen pregnancy; share many common risk factors. Programs designed to reduce those common risk factors will have the benefit of reducing several problem behaviors.

An overview of the risk factors and protective factors that have been shown to be related to youth problem behavior will be provided below. The risk and protective factors have been organized into the four important areas of a young person's life. Following each risk factor, and placed in parentheses, are the problem behaviors that are linked to that factor.

RISK FACTORS

Community Risk Factors

Availability of Drugs (*Substance Abuse and Violence*)

The more available drugs are in a community, the higher the risk that young people will abuse drugs in that community. Perceived availability of drugs is also associated with risk. For example, in schools where students just *think* drugs are more available, a higher rate of drug use occurs.

Availability of Firearms (*Delinquency and Violence*)

Firearm availability and firearm homicide have increased together since the late 1950's. If a gun is present in the home, it is much more likely to be used against a relative or friend than an intruder or stranger. Also, when a firearm is used in a crime or assault instead of another weapon or no weapon, the outcome is much more likely to be fatal. While a few studies report no association between firearm availability and violence, more studies show a positive relationship. Given the lethality of firearms, the increase in the likelihood of conflict escalating into homicide when guns are present, and the strong association between availability of guns and homicide rates, firearm availability is included as a risk factor.

Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime (*Substance Abuse, Delinquency, and Violence*)

Community norms, the attitudes and policies a community holds about drug use and crime,

are communicated in a variety of ways: through laws and written policies, through informal social practices, and through the expectations parents and other community members have of young people. When laws and community standards are favorable toward drug use or crime, or even if they are just *unclear*, youth are at higher risk.

Media Portrayals of Violence (*Violence*)

The role of media violence on the behavior of viewers, especially young viewers, has been debated for more than three decades. Research over that time period has shown a clear correlation between media portrayal of violence and the development of aggressive and violent behavior. Exposure to violence in the media appears to have an impact on children in several ways: 1) children learn violent behavior from watching actors model that behavior, 2) they learn violent problem-solving strategies, and 3) media portrayals of violence appear to alter children's attitudes and sensitivity to violence.

Transitions and Mobility (*Substance Abuse, Delinquency, and School Dropout*)

Even normal school transitions predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rates of drug use, school misbehavior, and delinquency result.

Communities with high rates of mobility appear to be linked to an increased risk of drug use and crime problems. The more often people in a community move, the greater the risk of both criminal behavior and drug-related problems in families. While some people find buffers against the negative effects of mobility by making connections in new communities, others are less likely to have the resources to deal with the effects of frequent moves, and are more likely to have problems.

Low Neighborhood Attachment and Community Disorganization (*Substance Abuse, Delinquency, and Violence*)

Higher rates of drug problems, juvenile delinquency and violence occur in communities or neighborhoods where people have little attachment to the community, where the rates of vandalism are high, and where there is low surveillance of public places. These conditions are not limited to low-income neighborhoods, they can also be found in wealthier neighborhoods. The less homogeneous a community (in terms of race, class, religion, and even the mix of industrial to residential neighborhoods) the less connected its residents may feel to the overall community, and the more difficult it is to establish clear community goals and identity. The challenge of creating neighborhood attachment and organization is greater in these neighborhoods.

Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their own lives. If the key players in the neighborhood, such as merchants, teachers, police, and human services personnel, live outside the neighborhood, residents' sense of commitment will be less. Lower rates of voter participation and parental involvement in schools also indicate lower attachment to the community.

Extreme Economic Deprivation (*Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence*)

Children who live in deteriorating and crime-ridden neighborhoods characterized by extreme poverty are more likely to develop problems with delinquency, violence, teen pregnancy, and school dropout. Children who live in these areas, *and* have behavior and adjustment problems early in life, are also more likely to have problems with drugs later on.

Family Risk Factors

Family History of the Problem Behavior *(Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence)*

If children are raised in a family with a history of addiction to alcohol or other drugs, the risk of their having alcohol and other drug problems themselves increases. If children are born or raised in a family with a history of criminal activity, their risk of juvenile delinquency increases. Similarly, children who are raised by a teenage mother are more likely to become teen parents, and children of dropouts are more likely to dropout of school themselves.

Family Management Problems *(Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence)*

Poor family management practices include lack of clear expectations for behavior, failure of parents to monitor their children (knowing where they are and who they are with), and excessively severe or inconsistent punishment.

Family Conflict *(Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence)*

Persistent, serious conflict between primary care givers or between care givers and children appears to enhance risk for children raised in these families. Conflict between family members appears to be more important than family structure. Whether the family is headed by two biological parents, a single parent, or some other primary care giver, children raised in families high in conflict appear to be at risk for all of the problem behaviors.

Favorable Parental Attitudes and Involvement in the Behavior *(Substance Abuse, Delinquency, and Violence)*

Parental attitudes and behavior toward drugs, crime, and violence influence the attitudes and behavior of their children. Parental approval of young people's moderate drinking, even under parental supervision, increases the risk of the young person using marijuana. Similarly, children of parents who excuse their children for breaking the law are more likely to develop problems with juvenile delinquency. In families where parents display violent behavior toward those outside or inside the family, there is an increase in the risk that a child will become violent. Further, in families where parents involve children in their own drug or alcohol behavior, for example, asking the child to light the parent's cigarette or to get the parent a beer, there is an increased likelihood that their children will become drug abusers in adolescence.

School Risk Factors

Early and Persistent Antisocial Behavior *(Substance Abuse, Delinquency, Teen Pregnancy,*

School Dropout, and Violence)

Boys who are aggressive in grades K-3 are at higher risk for substance abuse and delinquency. When a boy's aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This increased risk also applies to aggressive behavior combined with hyperactivity or attention deficit disorder.

This risk factor also includes persistent antisocial behavior in early adolescence, like misbehaving in school, skipping school, and getting into fights with other children. Young people, both girls and boys, who engage in these behaviors during early adolescence are at increased risk for drug abuse, delinquency, teen pregnancy, school dropout, and violence.

Academic Failure in Elementary School *(Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence)*

Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, teen pregnancy, and school dropout. Students fail for many reasons. It appears that *the experience of failure*, not necessarily the student's ability, increases the risk of problem behaviors.

Lack of Commitment to School *(Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence)*

Lack of commitment to school means the young person has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for all five problem behaviors.

Individual And Peer Risk Factors

Alienation, Rebelliousness, and Lack of Bonding to Society *(Substance Abuse, Delinquency, and School Dropout)*

Young people who feel they are not part of society, are not bound by rules, don't believe in trying to be successful or responsible, or who take an active rebellious stance toward society are at higher risk of drug abuse, delinquency, and school dropout.

Friends Who Engage in the Problem Behavior *(Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence)*

Youth who associate with peers who engage in problem behaviors are much more likely to engage in the same problem behaviors. This is one of the most consistent predictors the research has identified. Even when young people come from well-managed families and do not experience other risk factors, just hanging out with those who engage in problem behaviors greatly increases their risks. However, young people who experience a low number of risk factors are less likely to associate with those who are involved in problem behaviors.

Favorable Attitudes Toward the Problem Behavior *(Substance Abuse, Delinquency, Teen Pregnancy, and School Dropout)*

During the elementary school years, children usually express anti-drug, anti-crime, pro-social attitudes. They have difficulty imagining why people use drugs, commit crimes, and drop out of school. In middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This places them at higher risk.

Early Initiation of the Problem Behavior (*Substance Abuse, Delinquency, Teen Pregnancy, School Dropout, and Violence*)

The earlier young people begin using drugs, committing crimes, engaging in violent activity, becoming sexually active, and dropping out of school, the greater the likelihood that they will have problems with these behaviors later on. For example, research shows that young people who initiate drug use before age fifteen are at twice the risk of having drug problems as those who wait until after age nineteen.

Depression (*Substance Abuse and Delinquency*)

Young people who are depressed are over-represented in the criminal justice system and are more likely to use drugs. Survey research and other studies have shown a link between depression and other youth problem behaviors. Because they are depressed, these individuals have difficulty in identifying and engaging in pro-social activities. They consequently do not gain recognition for demonstrating positive behaviors or develop attachments to their schools or communities.

Constitutional Factors (*Substance Abuse, Delinquency, and Violence*)

Constitutional factors are factors that may have a biological or physiological basis. These factors are often seen in young people with behaviors such as sensation-seeking, low harm-avoidance, and lack of impulse control. These factors appear to increase the risk of young people abusing drugs, engaging in delinquent behavior, and/or committing violent acts.

PROTECTIVE FACTORS

Some young people who are exposed to multiple risk factors do not become substance abusers, juvenile delinquents, teen parents, or school dropouts. Balancing the risk factors are protective factors, those aspects of people's lives that counter risk factors or provide buffers against them. They protect by either reducing the impact of the risks or by changing the way a person responds to the risks. A key strategy to counter risk factors is to enhance protective factors that promote positive behavior, health, well-being, and personal success. Research indicates that protective factors fall into three basic categories: Individual Characteristics, Bonding, and Healthy Beliefs and Clear Standards.

Individual Characteristics

Research has identified four individual characteristics as protective factors. These attributes are considered to be inherent in the youngster and are difficult, if not impossible, to change. They consist of:

Gender. Given equal exposure to risks, girls are less likely to develop health and behavior problems in adolescence than are boys.

A Resilient Temperament. Young people who have the ability to adjust to or recover from misfortune or changes are at reduced risk.

A Positive Social Orientation. Young people who are good natured, enjoy social interactions, and elicit positive attention from others are at reduced risk.

Intelligence. Bright children are less likely to become delinquent or drop out of school. However, *intelligence does not protect against substance abuse.*

Bonding

Research indicates that one of the most effective ways to reduce children's risk is to strengthen their bond with positive, pro-social family members, teachers, or other significant adults, and/or pro-social friends. Children who are *attached* to positive families, friends, schools, and community, and who are *committed* to achieving the goals valued by these groups, are less likely to develop problems in adolescence. Children who are bonded to others with healthy beliefs are less likely to do things that threaten that bond, such as use drugs, commit crimes, or drop out of school. For example, if children are attached to their parents and want to please them, they will be less likely to risk breaking this connection by doing things of which their parents strongly disapprove. Studies of successful children who live in high risk neighborhoods or situations indicate that strong bonds with a care giver can keep children from getting into trouble. Positive bonding makes up for many other disadvantages caused by other risk factors or environmental characteristics.

Healthy Beliefs and Clear Standards

Bonding is only part of the protective equation. Research indicates that another group of protective factors falls into the category of healthy beliefs and clear standards. The people with whom children are bonded need to have *clear, positive standards for behavior*. The content of these standards is what protects young people. For example, being opposed to youth alcohol and drug use is a standard that has been shown to protect young people from the damaging effects of substance abuse risk factors. Children whose parents have high expectations for their school success and achievement are less likely to drop out of school. Clear standards against criminal activity and early, unprotected sexual activity have a similar protective effect.

The negative effects of risk factors can be reduced when schools, families, and/or peer groups teach their children healthy beliefs and set clear standards for their behavior. Examples of healthy beliefs include believing it is best for children to be drug and crime free and to do well in school. Examples of clear standards include establishing clear no drug and alcohol family rules, establishing the expectation that a youngster does well in school, and having consistent family rules against problem behaviors.

RISK AND PROTECTIVE FACTOR SCALES AND PROFILES

Many of the questions on the survey have been combined into risk and protective factor scales. This allows the information contained in items that measure the same type of information to be summarized as a scale score. All of the scales are scored so that the higher the score the greater the risk for risk factors and the greater the protection for protective factors.

A benefit of using the risk and protective factor model in dealing with adolescent social problems is that it provides a method of measuring levels of risk and protection. Once the areas of highest risk and the areas of lowest protection are identified, they can be addressed by programs designed to reduce levels of risk and increase levels of protection. The decreases in risk and increases in protection will ultimately result in a reduction of the rate of youth problem behaviors. After the prevention programs have been implemented, the risk and protective factor levels can again be measured to determine the effectiveness of the intervention.

An advantage of having the data available from the profile report is that the ATOD use, antisocial behavior, and the percentage of youth at risk and with protection provide a base line that can be used to compare the results from future surveys. A community can determine whether it is becoming more or less at risk in an area by comparing the survey results from one survey administration to the next.

In order to make the results of the Juvenile Drug Court Survey more useable, risk and protective profiles have been developed that show the percentage of youth at risk and the percentage of youth with protection on each scale. The profiles allow a comparison between the percentage of youth at risk for Juvenile Drug Court, youth on probation, and a sample of youth across Utah.

Profile Charts

The purpose of the profile charts is to provide a summary of the information that is collected through the survey. The three charts can be seen in figures 1c, 1d, and 1e and contain the following information: 1) substance use and antisocial behavior, 2) risk factors, and 3) protective factors. The charts show the results of the 93 Drug Court Participants who completed the survey compared to the 1,032 youth on probation, and 8,862 youth in Utah.

Substance Use and Antisocial Behavior Charts

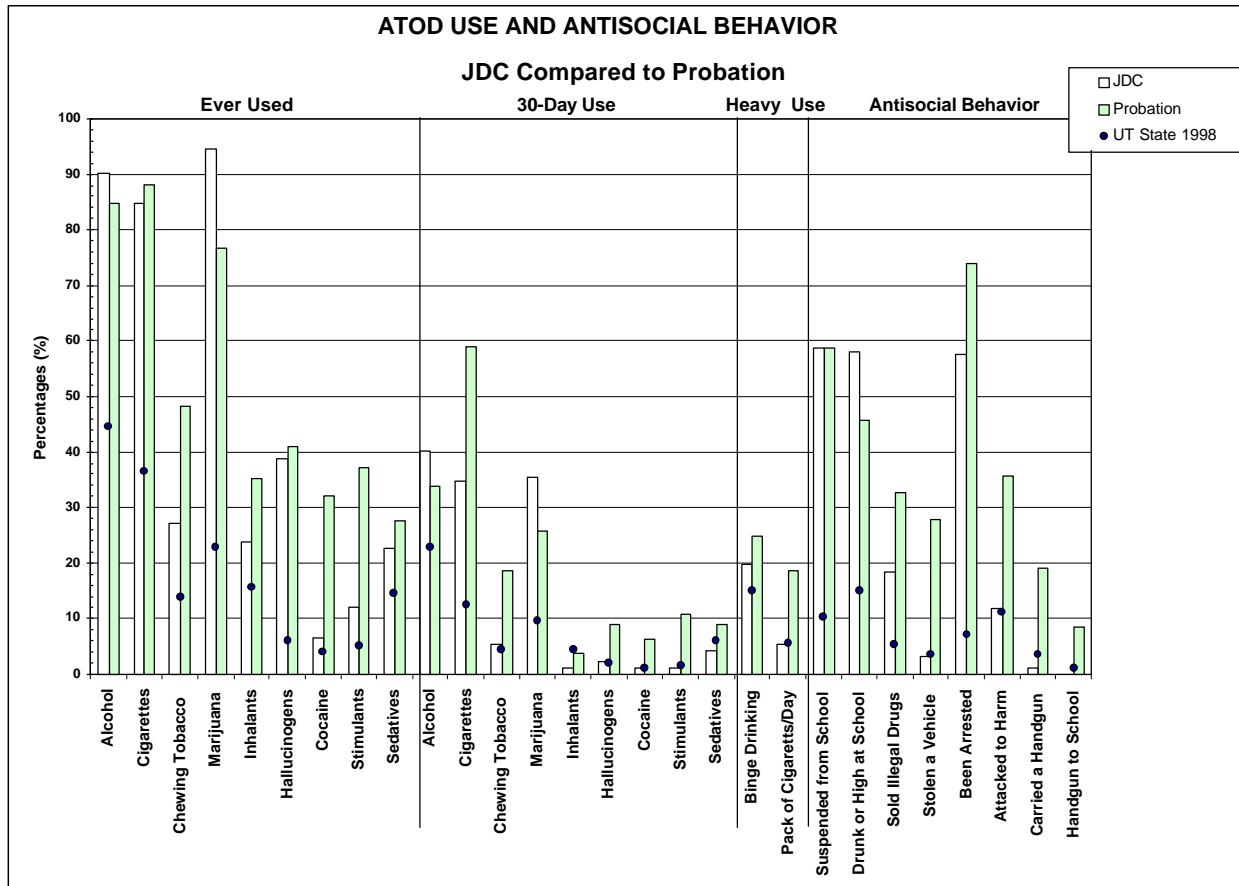


Figure 1c. JDC youth compared to probationers and general population on ATOD use and antisocial behavior

This report contains information about alcohol, tobacco and other drug use (referred to as ATOD use throughout this report) and other problem behaviors of students. The bars on each chart represent the percentage of youth who reported the behavior. For example, for the overall state about 90 percent of JDC youth reported that they 'ever used alcohol'. This means that 90 percent of the JDC youth reported that they had tried alcohol at least once in their lifetime. The four sections in charts represent different types of problem behaviors. The definition of each of the types of behavior are provided below.

Ever-used is a measure of the percentage of youth who tried the particular substance at least once in their lifetime and is used to show the level of experimentation with a particular substance.

30-day use is a measure of the percentage of youths who used the substance at least once in the 30 days prior to taking the survey and is a more sensitive indication of the level of current use of the substance.

Binge drinking and **30-day use of a pack or more of cigarettes per day** is a measure of heavy use of alcohol and tobacco.

Antisocial behavior (ASB) is a measure of the percentage of youths who report **any involvement** with the eight antisocial behaviors listed in the charts **in the past year**. In the charts, antisocial behavior will often be abbreviated as ASB.

Dots are used on the charts to show the overall Utah state average of the youth from the communities of Brigham City, Roy, Tooele, Murray, Price, and Cedar City who participated in the 1998 survey of those communities. The dots allow a comparison to the more general population of youth. Information about other youth in the state can be helpful in determining the seriousness of a given level of problem behavior. For example, where the percentage of JDC youth who are engaging in a problem behavior is significantly higher than the state average, it is most likely that an intervention is needed.

ATOD Use and Antisocial Behavior

The ATOD use and antisocial behavior rates for JDC youth, youth on probation and the general population can be seen in figure 1. For alcohol, cigarettes, marijuana and hallucinogens the “ever used” rate for JDC youth is equal to or above that of the youth on probation. For use in the 30 days prior to completing the survey, JDC youth are highest in their use of alcohol, cigarettes, and marijuana. These results are presented in table form in Tables 1 and 2. It is clear that marijuana is the drug that is used by many of the JDC youth. Their lifetime use and use in the past 30 days is much higher than either the youth on probation or the general population. The rate for smoking a pack of cigarettes per day is similar to the general population. In the antisocial behavior area, the JDC youth have high rates in suspended from school, drunk or high at school, selling illegal drugs, and being arrested. However, they do not appear to be involved in more serious crimes such as carrying a handgun (to school or in general) or stealing a vehicle.

Risk and Protective Factor Charts

The percentage of youth at risk and those with protection from the three surveys are shown in figures 2 and 3. The factors are grouped into four domains: community, family, school, and peer-individual. There is a separate chart that shows the percentage of youth who are at-risk for youth problem behaviors on each of the risk factor scales. There is also a chart that shows the percentage of youth who have the protective factor for each of the protective factor scales. In order to determine youth who were at-risk and youth with protection, cut-points were calculated by dividing youth from a 200,000 student data set (all using the survey) into two groups – those with high scores on negative survey outcome areas, and those with low scores in these same areas. Then, each risk factor scale was tested statistically to determine the point at which it significantly predicted membership in the group with high negative outcomes. Protective factor scales were treated in the same way, except they were tested to determine the point at which a scale significantly predicted membership in the group with low scores on the survey outcome areas. This is extremely important to remember when using or interpreting data shown in figures 2 and 3. For example, a review of academic failure in figure 2 shows that 78% of the JDC youth were above the cut-point on that risk scale. This can be interpreted to mean that 78% of the JDC youth showed a level of academic failure that places them at risk for problem behaviors.

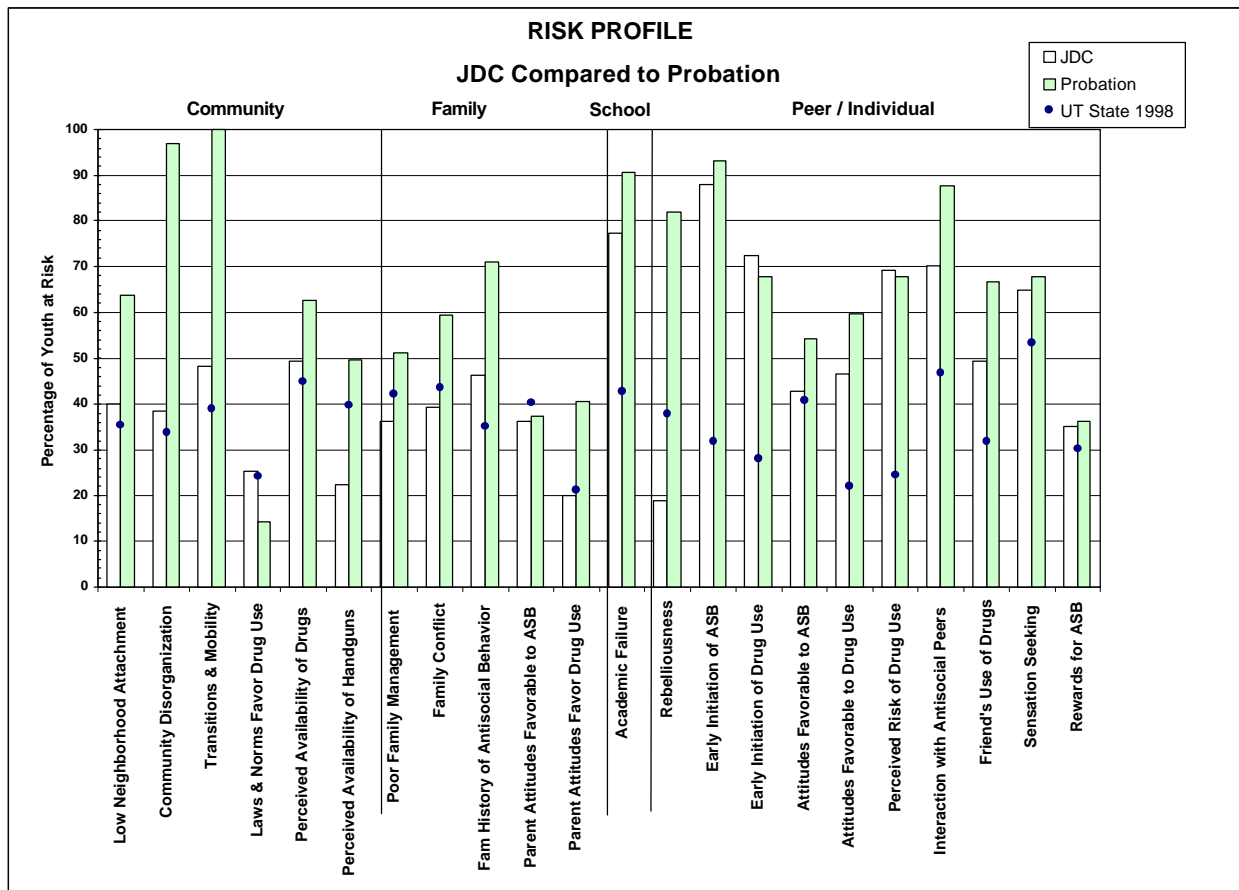


Figure 1d. JDC youth compared to probationers and general population on risk factors.

In the charts, the first bar for each scale represents the percentage of youth from JDC who reported 'elevated risk' or 'elevated protection' on the survey, the second bar represents the percentage of youth on probation who reported 'elevated risk' or 'elevated protection' from the 1997 survey. The *Dots* on the charts represent the percentage of Utah youth who completed the survey who reported 'elevated risk' or 'elevated protection' on the 1998 survey. The comparison to the overall state provides additional information for determining the relative importance of each risk or protective factor level.

Risk Profile Results

A review of the percentage of JDC youth at risk on figure 1d shows that the scales with the highest risk relative to the general population are generally found on the "Academic Failure" scale and the peer/individual area where the "Early Initiation of Drug Use", "Early Initiation of Antisocial Behavior", "Attitudes Favorable to Drug Use", and "Perceived Risk of Drug Use" are two to three times the general population scores. The scale where a lower percentage of the JDC youth are at-risk than the general population is "Rebelliousness" scale where the JDC youth at-risk are approximately one-half the rate of the general population (19% compared to 37%).

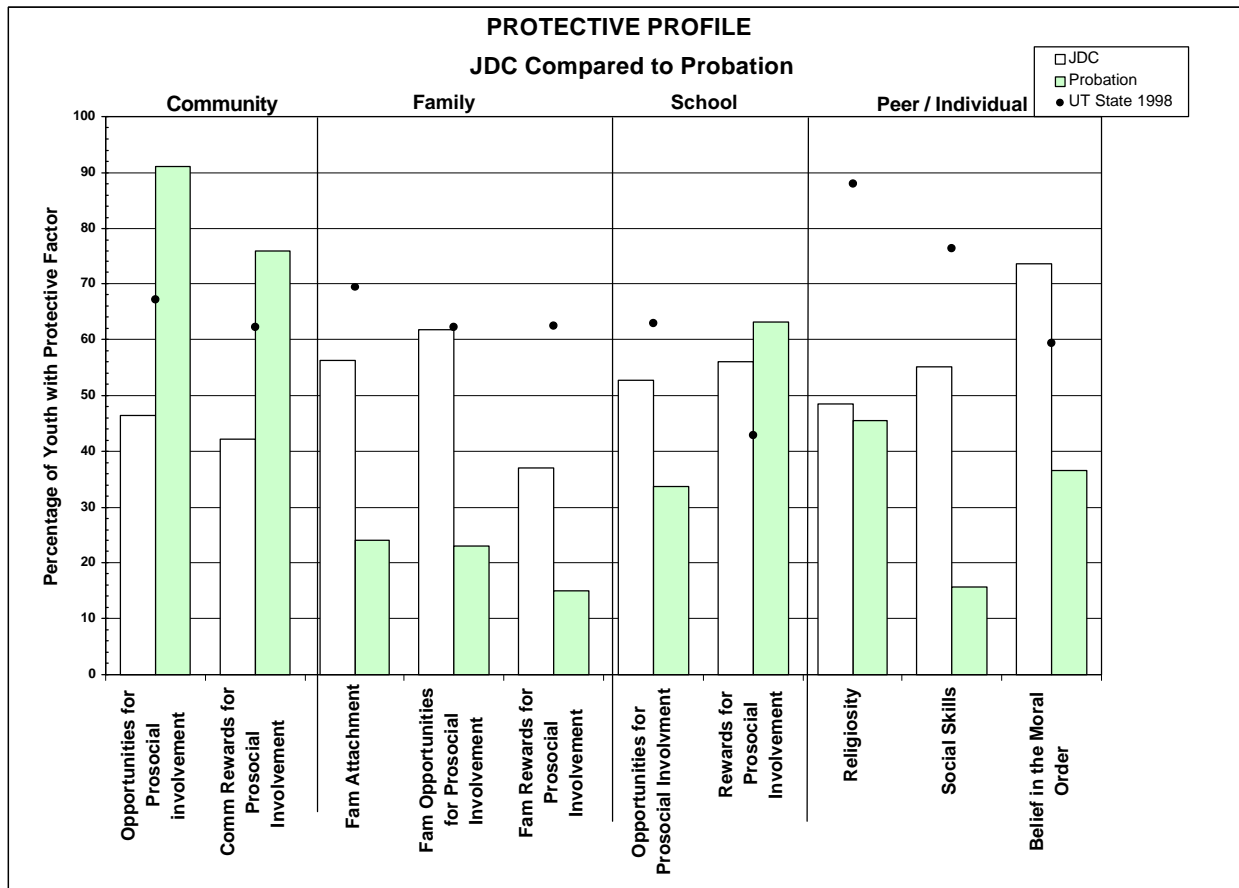


Figure 1e. JDC youth compared to probationers and general population on protection.

In the community and family areas, about the same percentage of JDC youth as the general population report having these risk factors. Thus, unlike the youth on probation, they do not appear to have the community and family factors that place them at risk for problem behaviors.

Protective Profile Results

The protective profile shown in figure 1e shows the JDC youth to be lower than the general population on almost all the protective factors scales. The exceptions are the “Rewards for Prosocial Involvement in School” and “Belief in the Moral Order”. The “Belief in the Moral Order” scale inquires about stealing something if you can get away with it; beating people up if they start the fight; being honest with your parents, even if you might get punished; and believing it is all right to cheat at school. The JDC youth scored higher than the general population and much higher than youth on probation in reporting the socially appropriated view of these issues. The scales in the community area and “Religiosity, and “Family Rewards for Prosocial Involvement” are where the fewest JDC youth have protective factor operating in their lives.

TABLE 1a
PERCENTAGE OF RESPONDENTS USING ATODs DURING THEIR LIFETIME

DRUG USED	DRUG COURT	1997 PROBATION	1998 COMMUNITY
Smokeless Tobacco	27	48	14
Cigarettes	85	88	37
Alcohol	90	85	45
Marijuana	95	77	23
Hallucinogens	39	41	6
Stimulants	12	37	5
Inhalants	24	35	16
Cocaine/crack	7	32	4
Sedatives	23	28	15
Opiates	2	11	2

TABLE 1b
PERCENTAGE OF RESPONDENTS USING ATODs DURING THE PAST 30 DAYS

DRUG USED	DRUG COURT	1997 PROB	1998 COMMUNITY
Smokeless Tobacco	5	19	4
Cigarettes	35	59	13
Alcoholic beverages	40	34	23
Marijuana	36	26	10
Hallucinogens	2	9	2
Stimulants	1	11	2
Inhalants	1	4	4
Cocaine/crack	1	6	1
Sedative/hypnotics	4	9	6
Opiates	0	3	1

DIAGNOSTIC CRITERIA FOR SUBSTANCE ABUSE AND DEPENDENCE

For an individual to receive a diagnosis of Psychoactive Substance Dependence according to the DSM-III-R, an individual must meet at least three of nine criteria for substance dependence and the symptoms must have persisted for at least one month or occurred

repeatedly over a longer period of time. The nine criteria for Psychoactive Substance Dependence include: 1) substance often taken in larger amounts or over a longer period than the person intended, 2) persistent desire to cut down or control substance use, 3) a great deal of time spent in activities necessary to get the substance, taking the substance, or recovering from its effects, 4) frequent intoxication or withdrawal symptoms when expected to fulfill major role obligations at work, school, or home, or when substance use is physically hazardous, 5) important social occupational or recreational activities given up or reduced because of substance use, 6) continued substance use despite knowledge of having a persistent or recurrent social, psychological, or physical problem that is caused or exacerbated by the use of the substance, 7) marked tolerance, or markedly diminished effect with continued use of the same amount, 8) characteristic withdrawal symptoms, and 9) the substance is often taken to relieve or avoid withdrawal symptoms.

Individuals also need treatment if they meet the criteria for Psychoactive Substance Abuse. The diagnostic criteria for Psychoactive Substance Abuse include: 1) a maladaptive pattern of psychoactive substance use indicated by at least one of the following: a) continued use despite knowledge of having a persistent or recurrent social, occupational, psychological, or physical problem that is caused or exacerbated by use of the psychoactive substance, or b) recurrent use in situation in which use is physically hazardous (e.g., driving while intoxicated), 2) some symptoms of the disturbance have persisted for at least one month, or have occurred repeatedly over a longer period of time, and 3) never met the criteria for Psychoactive Substance Dependence for this substance.

As can be seen in Table 1c, the percent of JDC youth needing treatment is very similar for marijuana but less for other substances. The need for treatment by the JDC youth is approximately five times that of the general population (a 1997 school survey showed approximately 6% of youth in Utah need treatment). Thus, both the JDC and probation youth far exceed the percent of youth in the general population who need substance abuse treatment. In light of these findings, it is recommended that screening be done on youth entering JDC and that those in need of treatment be referred to a treatment program.

NEED FOR SUBSTANCE ABUSE TREATMENT BY YOUTH ON PROBATION

	Percent Needing Treatment					
	For Dependence		For Abuse		Dependence or Abuse	
Substance	JDC	Prob	JDC	Prob	JDC	Prob
Alcohol	5.4	18.1	3.2	1.8	8.6	19.9
Marijuana	24.7	23.2	2.2	1.9	26.9	25.1
Cocaine	0.0	7.3	0.0	1.3	0.0	8.6
Hallucinogens	2.2	7.1	0.0	1.3	2.2	8.1
Heroin/other opiates	0.0	3.7	0.0	1.4	0.0	5.1
Stimulants	1.1	8.7	0.0	1.2	1.1	9.9
Inhalants	1.1	4.2	0.0	1.3	1.1	5.5
Total needing treatment	25.8	30.5	4.3	4.2	28.0	32.3

Process Data**Program Participation**

Of the 310 participants in the JDC database, 74% (n=231) had graduated, 19% (n=59) had dropped out, and 7% (n=20) were active clients. JDC Participants spent an average of 206 days in the program, with graduates spending an average of 214 days and dropouts spending an average of 155 days. There were 19% (n=59) of participants who had a new criminal, or alcohol or other drug (AOD) charge while in the program.

Treatment referrals were clearly documented in 265 JDC participant case files, representing 86% of the participants in the JDC database. The most common treatment referral was for psycho educational substance abuse classes, accounting for 68% (n=179) of referrals. There were 16% (n=42) of the youths referred for outpatient treatment, 9% (n=24) referred for residential, and 4% (n=11) referred for day treatment. The remaining 3% (n=9) of the participants were referred for evaluation services only, except for one who was referred for inpatient treatment. Treatment referral data are displayed in Table 1d.

There were 49 participants who were referred for more than one treatment modality, representing 16% of the participants in the JDC database. There were 45% (n=22) of these participants referred for outpatient with psycho educational treatment, and 20% (n=10) who were referred for psycho educational treatment with evaluation services. The remaining 35% (n=17) participants were referred for combinations of evaluation with outpatient therapy, psycho educational with day treatment, outpatient with day treatment, or day treatment with evaluation.

Referral				
Psycho Educational	Outpatient	Residential	Day Treatment	Other
68%	16%	9%	4%	3%

Table 1d. JDC treatment referrals.

Assessment - Service Data

Referral	Chemically Dependent		Total
	Yes	No	
Psycho Educational	18 (34%)	164 (77%)	182 (100%)
More Intensive	34 (66%)	49 (23%)	83 (100%)
Total	52 (100%)	213 (100%)	265 (100%)

Table 1e. Chemical dependency and treatment referrals.

The 265 cases with clear treatment referral data were linked with SASSI chemical dependency profiles. Table 1e displays a cross tabulation of chemical dependency and treatment referrals. Of the 52 participants who were chemically dependent, 34% (n=18) were referred for psycho educational treatment and 66% (n=34) were referred for more intensive treatment. Of the 213 participants who were not chemically dependent, 77% (n=164) were referred for psycho educational treatment and 23% (n=49) were referred for more intensive treatment. These data indicate that a participant who was not chemically dependent was considerably more likely to be referred for psycho educational treatment, and a chemically dependent participant was considerably more likely to be referred for more intensive treatment. Treatment referral by chemical dependency data are displayed in Figure 1f.

Cases where the participant was not chemically dependent and was referred for psycho educational treatment were labeled as corresponding referrals, and when a participant was not chemically dependent and was referred for more intensive services were labeled as non-corresponding referrals. Cases where the participant was chemically dependent and was referred for more intensive services were labeled as corresponding referrals, and when participants were not chemically dependent and were referred for psycho educational treatment only, referrals were labeled as non-corresponding. This procedure distributed the 265 cases with available data into 75% (n=198) corresponding and 25% (67) non-corresponding referrals.

There were 34 chemically dependent participants who received corresponding referrals, and 18 who received non-corresponding referrals. This means that 18 chemically dependent participants were referred for the less intensive psycho educational treatment. There were 164 participants who were not chemically dependent and received corresponding referrals, and 49 participants who were not chemically dependent and received non-corresponding referrals. These data reveal that of the 265 cases, 75% received referrals corresponding with their SASSI chemical dependency profile, 18% were referred for services that were more intensive than indicated by the SASSI, and 7% were referred for services that were less intensive than

indicated by the SASSI. Data on SASSI-to-referral correspondence are displayed in Figure 1g.

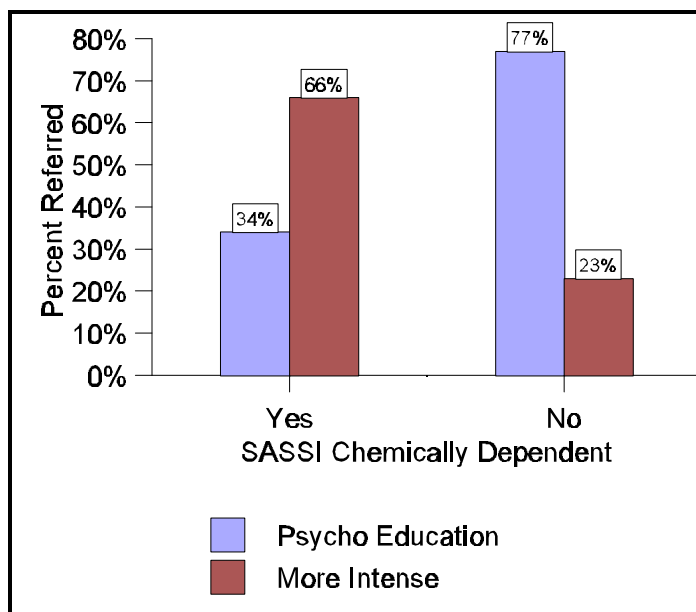


Figure 1f.
Treatment referral by
chemical
dependency.

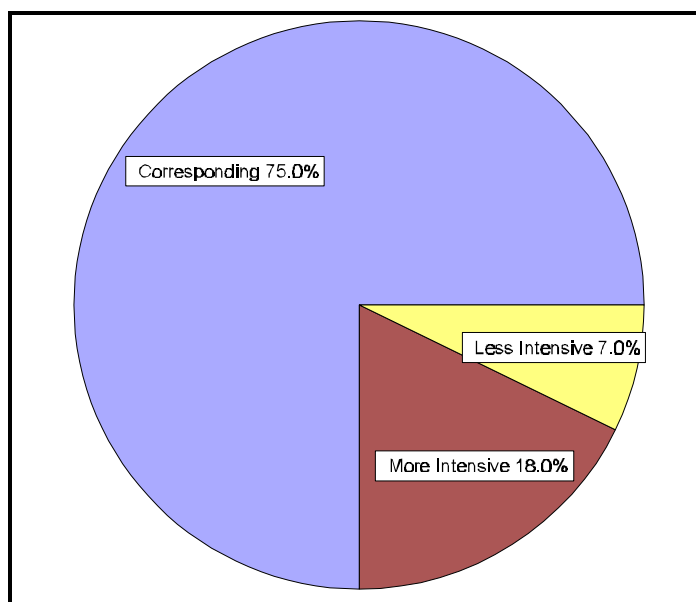


Figure 1g. SASSI-
to-referral
correspondence.

Outcome Data

Predictors of Program Completion

Data on program completion status and SASSI scale scores were linked for 183 cases, representing 59% of the participants listed in the JDC database. Statistically significant differences were found between JDC graduates and dropouts on the Corrections (COR) scale of the SASSI. JDC graduates had an average COR T-score of 54, and dropouts had an average COR T-score of 62. These data suggest that as participants' COR scale scores approach the clinical range, a greater level of difficulty in completing the JDC program can be anticipated.

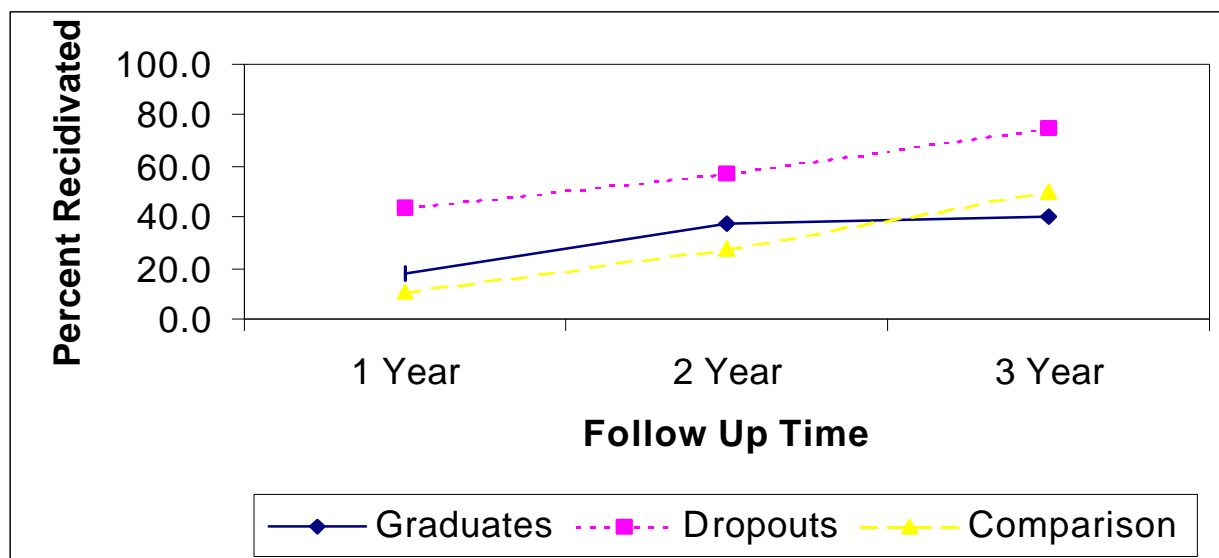
Recidivism

Recidivism was measured by the number of charges filed with the Juvenile Court. To frame JDC participants' recidivism within a larger context a comparison group was constructed using the Utah Juvenile Information System (JIS). The group was selected from juveniles in the Ogden area, which is demographically similar to Salt Lake City, but has a smaller total population. Youth were selected into the comparison group if they met the following criteria:

1. They became known to the Juvenile Court within the same time frame as an initial group of JDC graduates or dropouts;
2. They met the JDC inclusion criteria of having fewer than two AOD charges, no criminal charges, and that AOD charges were the first incident on their juvenile court record; and
3. They could be matched on gender and age to a JDC participant.

From an initial pool of 246 youth, a group of 118 youth was selected that met the above criteria and closely resembled the 118 participants who had graduated from or dropped out of the JDC. The average age of the JDC group was 15.6, and the average age of the comparison group was 15.9. The JDC and comparison groups were both 74% male and 26% female. Since ethnicity data was not consistently available for the comparison group, the youth could not be racially matched. When the comparison group was assembled the JDC was designed as a six-month program, so the time window for the comparison group which would correspond to the beginning of post-treatment data was set as 183 days from the date of the charge that placed the youth in the initial selection pool. In the interest of following a cohort over a three-year period, no youth were added to the comparison group after its initial construction.

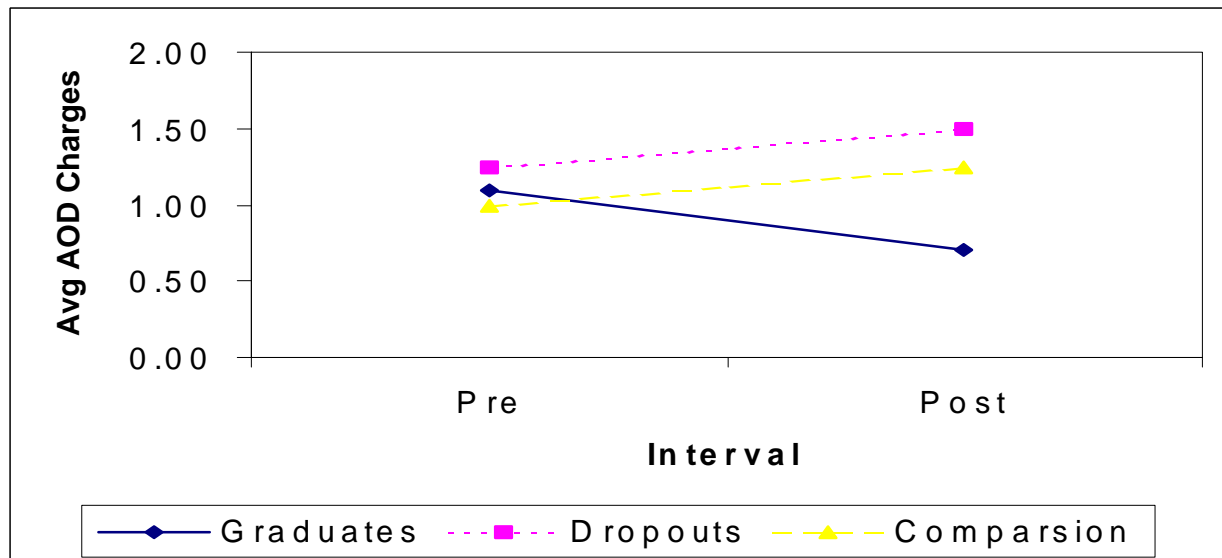
Participants who became 18 years of age were no longer tracked for charges in the



Juvenile Justice Information System (JIS). There were 116 youth who remained under 18 years of age at the end of the one year follow-up period, including 45 graduates, 16 dropouts, and 55 from the comparison group. There were 67 youth who remained under 18 years of age at the end of the two year follow-up period, including 35 graduates, 7 dropouts, and 25 from the comparison group. There were 22 youth who remained under 18 years of age at the end of the three year follow-up period, including 10 graduates, 4 dropouts, and 8 from the comparison group. This decreasing trend in the number of youth eligible for comparisons should be expected due to chronological maturation. These small numbers preclude the use of comparative statistical tests, so visual analyses and descriptive statistics are used to assess recidivism. In addition to basic recidivism rates, average pre- and post-program charges are used to reflect the reduction of alcohol, drug, and criminal charges.

Alcohol and Drug Charges

Figure 1h displays alcohol or other drug (AOD) recidivism rates for JDC graduates, dropouts, and the comparison group for a three-year period. At one year follow-up, graduates had a 17.8% AOD recidivism rate, while the dropouts had a 43.8% AOD recidivism rate, and the comparison group had a 10.9% AOD recidivism rate. At two-year follow-up graduates had



a 37.1% AOD recidivism rate, the dropouts had a 57.1% AOD recidivism rate, and the comparison group had a 28% AOD recidivism rate. At three-year follow-up, graduates had a 40% AOD recidivism rate, the dropouts had a 75% AOD recidivism rate, and the comparison group had a 50% AOD recidivism rate.

Figure 1h. Three-year AOD recidivism rates for JDC graduates, dropouts, and comparison group.

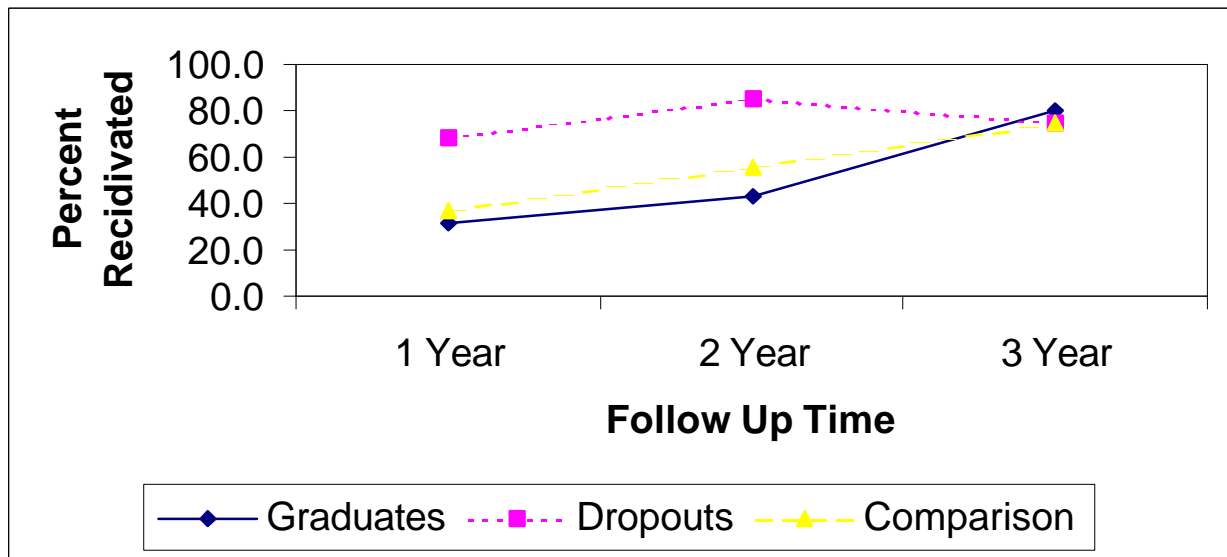
Figure 1j. Three year pre-and post average AOD charges for JDC graduates, dropouts, and comparison group.

The data show that the graduates were initially higher than the comparison group in their AOD recidivism rate, but that their rate leveled while the comparison group's rate of new charges continued to climb. It also appears that the dropouts were on a different recidivism trajectory from the graduates, and that while their AOD recidivism rate was higher than the comparison group's it was on a parallel trajectory. These data show that there was an AOD recidivism benefit for the JDC graduates that became more evident over time.

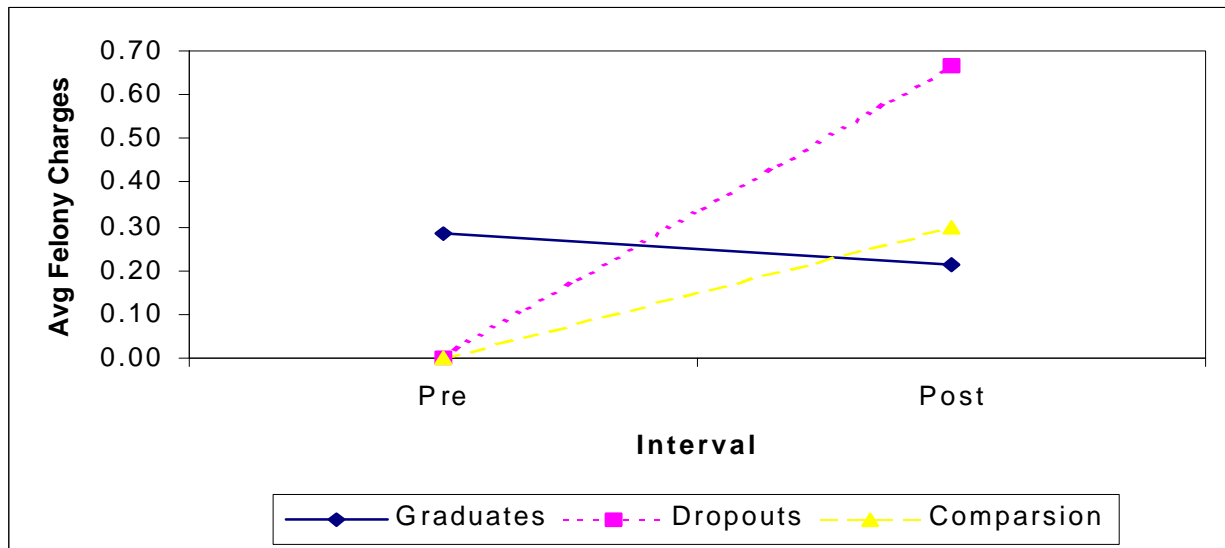
Figure 1j displays the average number of AOD charges that the JDC graduates, dropouts, and comparison group had for three years pre-and post-program. At three years pre-program, graduates had an average of 1.1 AOD charges, with dropouts having 1.25 and the comparison group averaging 1.0 charges. At three years post-program, graduates had an average of 0.7 AOD charges, with dropouts having 1.5 and the comparison group averaging 1.25 charges. The data reveal that over the course of three years the graduates followed a decreasing trend while the dropouts and comparison followed an increasing trend in average AOD charges.

Non-Alcohol and Drug Charges

Figure 1k displays non-alcohol or other drug (NAOD) recidivism rates for JDC graduates, dropouts, and the comparison group for a three-year period. At one-year follow-up graduates had a 31.1% NAOD recidivism rate, the dropouts had a 68.8% NAOD recidivism rate, and the comparison group had a 36.4% NAOD recidivism rate. At two-year follow-up graduates had a 42.9% NAOD recidivism rate, the dropouts had a 85.7% NAOD recidivism



rate, and the comparison group had a 56% NAOD recidivism rate. At three-year follow-up graduates had an 80% NAOD recidivism rate, the dropouts had a 75% NAOD recidivism rate,



and the comparison group had a 75% NAOD recidivism rate. The data show that the graduates and comparison group followed similar trends in NAOD recidivism, and that the dropouts showed a relative leveling of NAOD recidivism following a rapid rise during the first two years.

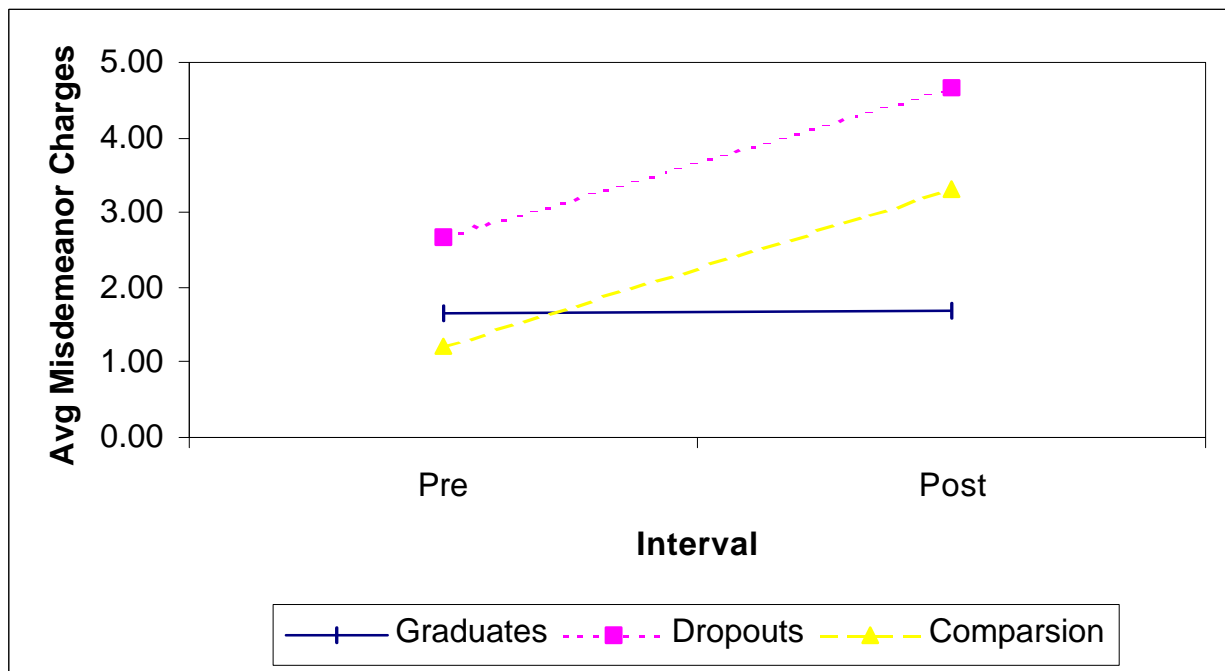
Figure 1k. Three-year Non-AOD recidivism rates for JDC graduates, dropouts, and comparison group.

Figure 1m. Three-year pre-and post average Non-AOD felony charges for JDC graduates, dropouts, and comparison group.

At three years pre-program, JDC graduates had an average of 0.4 NAOD charges, with dropouts having 0.75 and the comparison group having no NAOD charges. At three years

post-program graduates had an average of 2.2 NAOD charges, with dropouts having 5.25 and the comparison group averaging 1.88 charges. When felony and misdemeanor charges are compared different trends emerge for these charge categories.

Figure 1m displays the average number of NAOD felony charges that the JDC



graduates, dropouts, and comparison group had for three years pre-and post-program. At three years pre-program graduates had an average of 0.29 NAOD felony charges, with dropouts and the comparison group having no NAOD felony charges. At three years post-program graduates had an average of 0.21 NAOD felony charges, with dropouts having 0.67 and the comparison group averaging 0.30 charges. The data show that for NAOD felony charges the graduates had a decreasing trend and both the dropouts and comparison group had increasing trends, with the dropouts increasing more rapidly than the comparison group in NAOD felony charges.

Figure 1n. Three-year pre-and post average non-AOD misdemeanor charges for JDC graduates, dropouts, and comparison group.

Figure 1n displays the average number of NAOD misdemeanor charges that the JDC graduates, dropouts, and comparison group had for three years pre-and post-program. At three years pre-program graduates had an average of 1.64 NAOD misdemeanor charges, with dropouts having 2.67 and the comparison group having 1.20 NAOD misdemeanor charges. At three years post-program graduates had an average of 1.68 NAOD misdemeanor charges, with dropouts having 4.67 and the comparison group averaging 3.30 charges. The data show that the graduates had a relatively flat trend for average NAOD misdemeanor charges, and that both the dropouts and comparison group had parallel increasing trends in average NAOD misdemeanor charges.

System Penetration

The JDC program is intended to divert participants from further juvenile justice system

involvement. System penetration was used as a method to assess diversion. System penetration refers to how deeply into the juvenile justice system a youth moves. In the Utah juvenile justice system, placement in a Division of Youth Corrections (DYC) secure facility is the deepest level of system penetration. Comparisons between the JDC and comparison groups used the different probabilities for DYC secure facility placement to account for the potential influence of sentencing differences in the two locales. Because the third year of follow-up occurred during calendar year 2000, and estimates of expected counts for DYC placements were based on probabilities within calendar year 1999, a two year follow-up period was used to assess system penetration.

Probabilities of DYC secure placement were calculated for Salt Lake County, where the JDC participants live, and Weber County, where the comparison group youth live. The probabilities were calculated by dividing the number of youth from each county who were placed in DYC secure facilities by the total number of youth (ages 10 -18) residing in each county. Expected counts were determined by multiplying the number of youth in the JDC graduate and dropout groups by the DYC secure placement probability for Salt Lake County, and by multiplying the number of youth in the comparison group by the DYC secure placement probability for Weber County.

Table 1f displays the actual and expected counts of youth who were placed in DYC secure facilities within two years of follow-up. It was expected that 1.3 graduates would be placed in a DYC secure facility, and none were. It was expected that 0.3, or close to zero, dropouts would be placed in a DYC secure facility, and 3 were. It was expected that 1.3 members of the comparison group would be placed in a DYC secure facility, and 4 were. These encouraging numbers show that there were fewer JDC graduates than expected and more dropouts and comparison group members than expected placed in DYC secure facilities.

Secure DYC Placement	Group		
	Graduates	Dropout	Comparison
Observed Count	0	3	4
Expected Count	1.3	0.3	1.3

Table 1f. Observed and expected counts for DYC secure placement at two-year follow-up.

Discussion

Summary Of Findings

The data show that the Juvenile Drug Court program serves the population for which it is intended. The SASSI scores and profiles reveal a population that for the most part is not yet at the point of chemical dependency, but has more favorable attitudes about drug use and are more likely to become involved with the justice system than average adolescents. The CBCL data show that JDC participants are more likely than average adolescents to be perceived by their parents as troubled. The survey data demonstrate that JDC participants are exposed to higher levels of substance abuse risk and lower levels of substance abuse protection than juvenile probationers across Utah. These characteristics indicate that specialized services beyond routine probation are warranted.

Youth who drop out of the JDC tended to score higher than graduates on the SASSI

corrections (COR) scale. Compared to graduates, dropouts had higher exposure to community and peer/individual risk factors and lower exposure to peer/individual protective factors for substance abuse problems. Participants who graduated from the JDC demonstrated significantly reduced scores on the CBCL Withdrawn Behavior and Aggressive Behavior scales from pretest to post test. These data show that the JDC does work better for “front end” youth who have less of a proclivity for criminal activity, and who have relatively moderate exposure to substance abuse risk factors. Participants who succeed in the program demonstrated behavior changes that are readily observable and reportable by their parents.

The SASSI, particularly the chemical dependency profile assessment, is a useful assessment tool for JDC staff. The majority of participants who are not chemically dependent were referred for psycho educational treatment and the majority of chemically dependent participants were referred for more intensive treatment. JDC participants were largely referred to the level of service indicated by their SASSI chemical dependency profile, or to a higher level of service. Although 34 percent (n=18) of the chemically dependent participants were referred to less intensive psycho educational treatment they were only a small fraction of all Juvenile Drug Court participants.

JDC graduates demonstrated lower three year recidivism rates for alcohol or other drug charges than dropouts or members of the comparison group. Average pre-to-post AOD charges show that the JDC graduates experienced a suppression effect from the program, with their decreasing trend in the opposite direction of the dropout and comparison group trends. Therefore, the JDC appears to be effective at suppressing AOD charges, which is clearly a desirable program outcome.

Although recidivism rates for non-AOD charges do not clearly demonstrate a difference between groups, average pre-to-post non-AOD felony and misdemeanor charges indicate some suppression for non AOD criminal activity. When system penetration is examined the JDC appears to have an appreciable suppression for youth moving deeper into the juvenile justice system. Although non-AOD delinquent activity is not a specific target of the JDC, participation in the program seems to have some crossover benefits in suppressing delinquency.

Recommendations

The JDC functions as it is intended to, targeting the designated youth and providing them with appropriate services. The JDC appears to produce desirable and durable outcomes for the participants. These findings form the basis for recommending that the JDC receive full and continued funding from the Utah Juvenile Court.

It is recommended that treatment delivery be incorporated within the JDC program, rather than referring participants to outside providers. This change in practice would have the following effects: 1) developing a unified treatment approach to JDC participants, 2) increasing treatment fidelity, 3) improving communication between clinicians and the court, 4) increasing the availability of treatment progress information to the JDC, and 5) strengthening the evaluability of treatment-to-outcome linkages. Additional funding should be provided to the JDC to hire or contract with the necessary clinical staff. This treatment funding should initially be time-limited with permanence contingent on evaluation results.

Future Research And Evaluation

As the JDC continues to operate, existing data collection protocols can be used for

ongoing self-evaluation. In addition to process evaluation, the JDC can collaborate with Juvenile Court MIS personnel for outcome evaluation. The Social Research Institute will remain a resource to the JDC for guidance on analyzing existing program data.

The addition of clinical staff members would allow for implementing and evaluating targeted interventions. Interventions could include approaches aimed at areas including delinquency reduction and family skill-building, or could focus on mental health problems such as depression. Detailed interventions targeting specific needs can be evaluated for treatment fidelity, immediate outcomes, and long-term impacts. A wait-list control design could be used within the JDC to strengthen the internal validity of these evaluation efforts.

The Juvenile Drug Court has enough evaluation data behind it to support continuation of the program. The program is well-suited to incorporate and test treatment innovations, while continuing its fundamental mission and practice.

Outpatient Sex Offender Treatment at the Salt Lake Day Reporting Center

Participants

General Demographics

There were 194 Outpatient Sex Offender Program (OSP) participants listed in the Day Reporting Center (DRC) database on June 30, 2000. The average age of OSP participants was 35.6, and they ranged from 18 to 83 years old. Male participants accounted for 99% (n=192), with only 1% (n=2) being female. Participants were 80% (n=155) White, 1% (n=2) African American, 12% (n=25) Latino, 3% (n=5) Native American, and 4% (n=7) Asian or Pacific Islander.

Process Data

Program Participation

A total of 194 sex offenders have been referred to the OSP since 1996. Graduates from were 11% (n=22) of this group, with 18% (n=34) treatment failures, 8% (n=17) discharged as other (e.g; transferred to other treatment, interstate compact), 38% (n=73) who were referred but never started, and 25% (n=48) were active cases on June 30, 2000. Participants who were referred but never started were reported to their probation or parole officers, and they were returned to prison, placed in jail, or placed in a halfway house. Program status is displayed in Figure 2a. Of those referred, 26% (n=51) were parolees and 74% (n=143) were probationers, and 29% (n=56) of participants were enrolled in the regular DRC program as well as the OSP. Referral source and DRC enrollment are displayed in Table 2a.

Supervision Status	
Probation	Parole
74%	26%
In Regular DRC Program?	
Yes	No
29%	71%

Table 2a. Referral source and DRC enrollment.

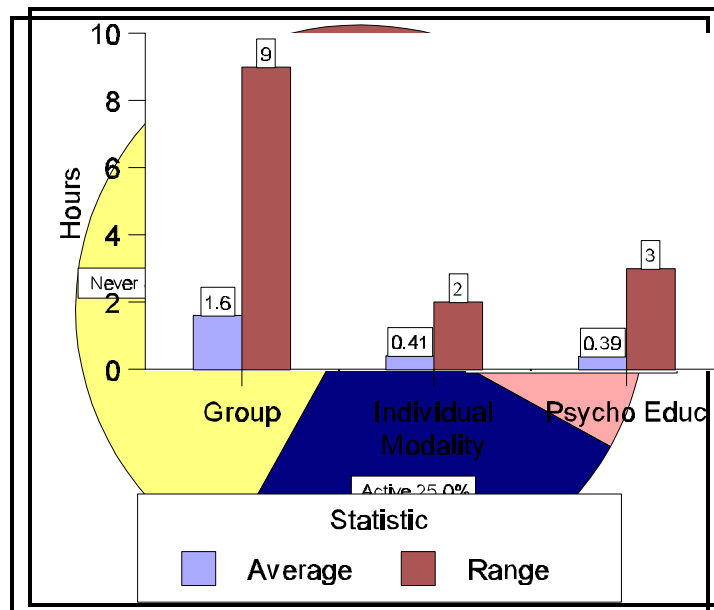


Figure 2a. OSP program status.

There were 26.8% (n=52) individuals referred to the program who were assigned to the regular OSP, 10.8% (n=21) in the Developmentally Delayed or Mentally Retarded (DDMR) track, 1.5% (n=3) in a short-term individualized track, 12% (n=25) in the intensive outpatient track, 1.5% (n=3) on an individual track, 5.2% (n=8) who were in the new special needs track, 4.6% (n=9) whose assignment was not recorded, and 37.6% (n=73) who never attended and were not assigned to a treatment track. Treatment track assignments are displayed in Table 2b.

ISAT Program Assignment						
OSP	DDMR	Individual (Short-term and other)	Spec Needs	IOP	Never Start	Not Recorded
27%	11%	3%	4%	12%	38%	5%

Table 2b. Treatment track assignments.

The average length of services for participants was 249 days, within a range of 0 to 1,264 days. Between June 30, 1998 and June 30, 2000, participants had an average of 1.6 weekly group psychotherapy sessions, ranging from 0 to 9 weekly sessions. OSP participants attended an average of 0.41 weekly individual psychotherapy sessions, ranging from 0 to 2 weekly sessions, and an average of 0.39 weekly psycho educational classes, ranging from 0 to 3 weekly sessions. Average weekly treatment hours are displayed in Figure 2b.

Figure 2b. Average treatment hours.

Program Completion

The evaluation team collected data on the average length of treatment to identify commonalities between those participants who finished the program successfully, as well as differences between graduates and non-graduates. Graduates had an average length of service of 508.4 days, treatment failures had an average of 230.4 days, and those discharged as other had an average of 223.6 days. The graduates significantly differed from the failures and others, with failures and others not significantly differing from each other. These data indicate that OSP graduation requires a lengthy time commitment, and that participants who fail or otherwise leave the program do so within about half the time that graduates spend in the program.

Data collected from this program also suggest that treatment success is related to the number of weekly hours that participants spend in group therapy. Graduates attended an average of 3.7 weekly group psychotherapy sessions, while treatment failures attended an average of 1.3, and participants who were otherwise discharged attended an average of 1.5 weekly sessions. The differences in group psychotherapy sessions between graduates and failures, and graduates and those who were otherwise discharged were statistically significant. Average numbers of weekly group psychotherapy sessions relative to the program average are displayed for graduates, failures, and otherwise discharged participants in Figure 3.

Increased time spent in individual therapy is another contributor to higher treatment completion rates. Graduates attended an average of 0.9 weekly individual psychotherapy sessions, while treatment failures attended an average of 0.3, and participants who were otherwise discharged attended an average of 0.4 weekly sessions. The differences in individual psychotherapy sessions between graduates and failures, and graduates and those who were otherwise discharged were statistically significant. Average numbers of weekly individual psychotherapy sessions relative to the program average are displayed for graduates, failures, and otherwise discharged participants in Figure 4.

Increased exposure to psycho educational classes was an additional predictor of program completion. Graduates attended an average of 1.0 weekly psycho educational classes, compared to treatment failures, who attended an average of 0.3, and participants who were otherwise discharged, who attended an average of 0.4 weekly classes. The difference in weekly psycho educational classes between graduates and failures was statistically significant, and the difference between graduates and those who were otherwise discharged

was not statistically significant.

A final measure of program participation used by the evaluators was missed therapy appointments. Graduates missed an average of 0.2 therapy appointments per week, treatment failures missed an average of 0.3, and participants who were otherwise discharged missed an average of 0.1 therapy appointments. The differences in missed appointments between graduates, failures, and those who were otherwise discharged were not statistically significant.

Electrophysiological Assessment Data

Penile plethysmographs were used by the OSP to assess participants' arousal patterns and polygraphs were used to assess their honesty about sexually offending. The OSP was assigned a new supervisor from ISAT in January of 1999. Participants who left the OSP, successfully or otherwise, since that time were tracked for the presence of electrophysiological assessment reports in their files. Cases where the participants who were referred to the OSP but never attended were excluded from this analysis. Of the 85 cases who met these criteria, 45.9 percent had been administered at least one plethysmograph, and 35.3 percent had received a polygraph.

When one examines the distribution of electrophysiological assessments by OSP treatment level, a more appropriate view of the data unfolds. According to ISAT protocols, on Level 1 participants are administered a baseline plethysmograph to assess for deviant arousal patterns. On Level 2 a polygraph is administered to determine participants' honesty about the details of their offense(s) and if there are additional victims on whom they have perpetrated. On Level 3 a follow-up plethysmograph is administered to assess for changes in arousal patterns, and to determine if sexual reorientation is necessary. On Level 4 a second polygraph is administered to assess participants' compliance with treatment and probation or parole requirements.

At least one plethysmograph referral had been made for 55 percent of the participants who were on Level one, and at least one plethysmograph report was present in the files of 48 percent of the participants who were on Level one. At least one plethysmograph referral had been made for 75 percent of the participants who were on Level II, and at least one plethysmograph report was present in the files of 75 percent of the participants who were on Level II, with 13 percent having more than one plethysmograph report. At least one plethysmograph referral had been made for 67 percent of the participants who were on Level III, and at least one plethysmograph report was present in the files of 67 percent of the participants who were on Level III, with 44 percent having more than one plethysmograph report. At least one plethysmograph referral had been made for 60 percent of the participants who were on Level IV, and at least one plethysmograph report was present in the files of 48 percent of the participants who were on Level IV, with 32 percent having more than one plethysmograph report. These data reveal that as treatment levels increased to Level III, the percent of participants who had been administered a plethysmograph increased, and that the percent of participants who had been administered a follow-up plethysmograph also increased. Percentages of plethysmograph examinations by level are displayed in Figure 2c.

Figure 2c. Percentages of plethysmograph referrals and examinations by level.

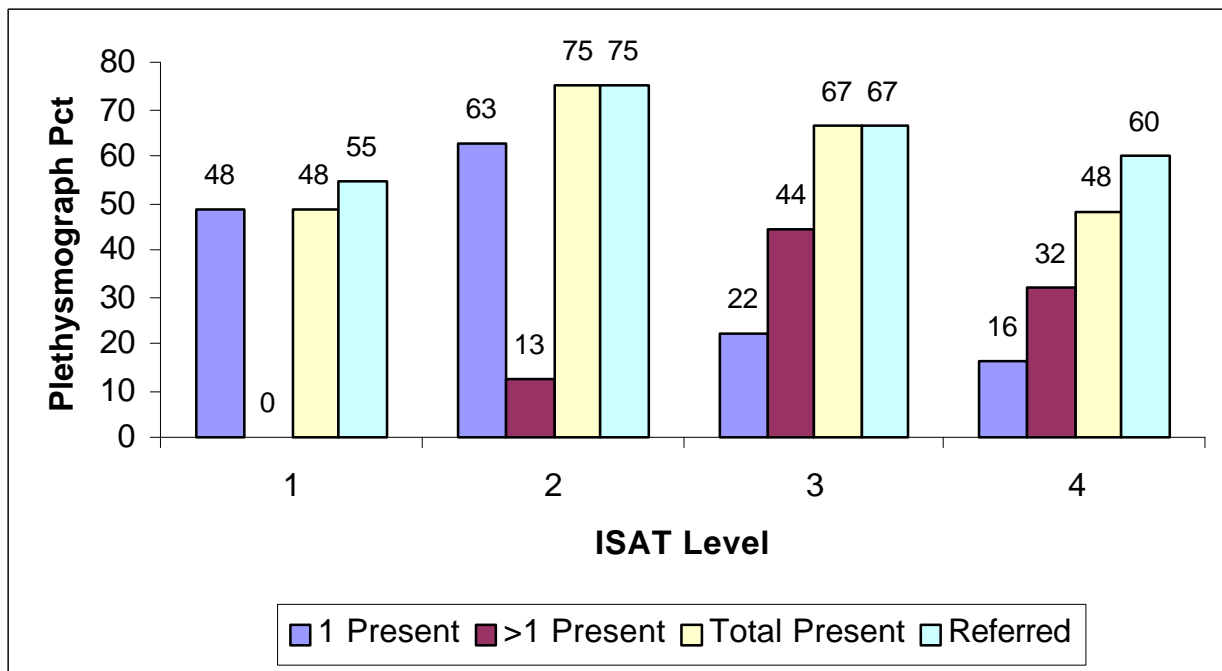
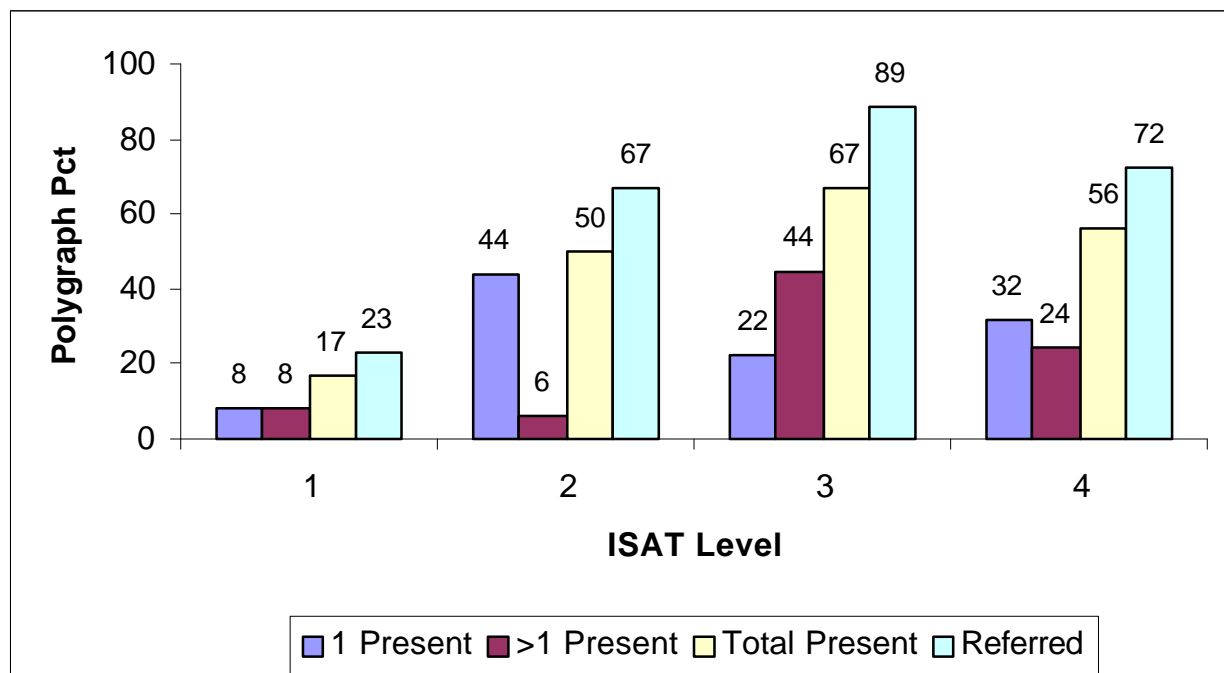


Figure 2d. Percentages of polygraphs by level.



At least one polygraph referral had been made for 23 percent of the participants who were on Level I, and at least one polygraph report was present in the files of 17 percent of the participants who were on Level I, with 8 percent having more than one polygraph report. At

least one polygraph referral had been made for 67 percent of the participants who were on Level II, and at least one polygraph report was present in the files of 50 percent of the participants who were on Level II, with 6 percent having more than one polygraph report. At least one polygraph referral had been made for 89 percent of the participants who were on Level III, and at least one polygraph report was present in the files of 67 percent of the participants who were on Level III, with 44 percent having more than one polygraph report. At least one polygraph referral had been made for 72 percent of the participants who were on Level IV, and at least one polygraph report was present in the files of 56 percent of the participants who were on Level IV, with 24 percent having more than one polygraph report. It can be seen from these data that as treatment levels increased to Level III, the percent of participants who had received a polygraph increased, and that the percent of participants who had been administered a follow-up polygraph also increased. Percentages of polygraphs by level are displayed in Figure 2d.

There is some variation between the referral and report data and the program protocols. Participants may move backwards on levels due to their electrophysiological assessment results, or because of their behavior in the program or community. It is entirely possible that some participants moved back to Level III after attaining Level IV. This treatment phenomenon may help explain why Level III rates of electrophysiological assessment are higher than Level IV. Additionally, the assessment must occur while the participant is on the specified level, not as a condition of advancing to that level.

When one compares the rate of electrophysiological assessment before and after January of 1999 a trend towards increasing numbers of electrophysiological assessments emerges. This comparison is visually displayed in Figures 2e and 2f, for plethysmograph and polygraphs respectively. The data collected may underestimate the rates of progress that ISAT has made towards full electrophysiological assessment for two reasons. First, participants who began the program before the new program manager assumed her duties may have attained level advancements without electrophysiological assessments, and this appears in the present data. Second, a small number of files, less than 15, were in the process of being archived during data collection, and electrophysiological assessment data on these cases are not included in this report.

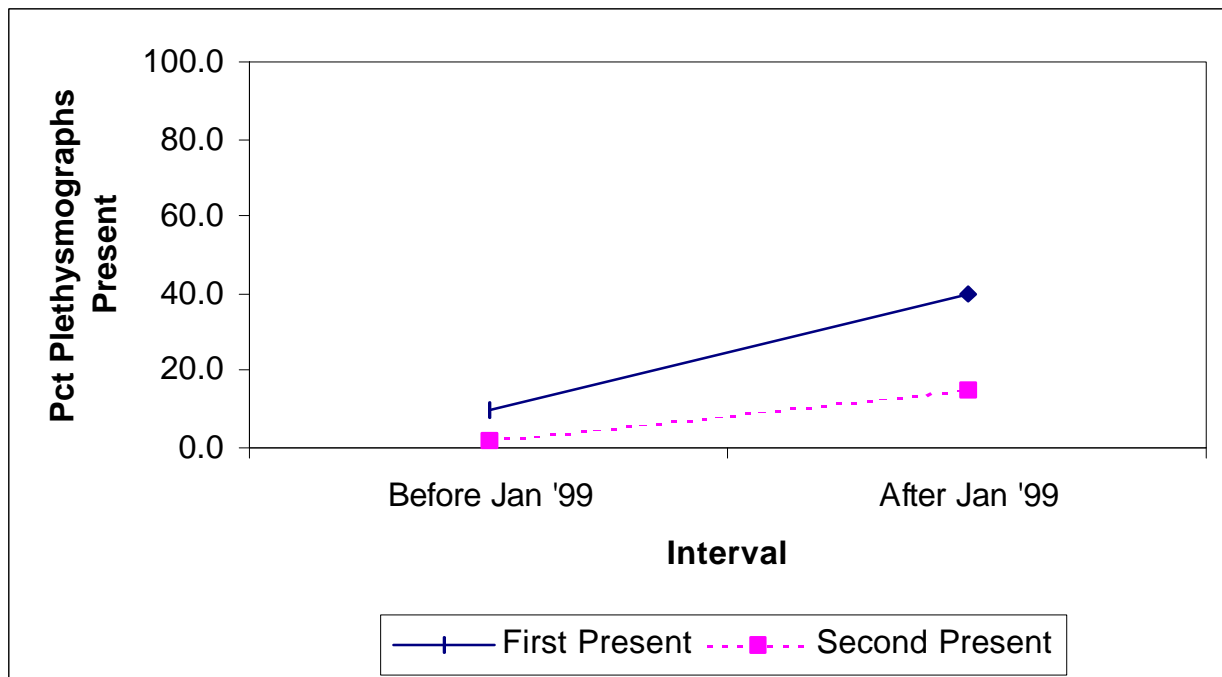


Figure 2e. Percent having plethysmograph before and after January, 1999.

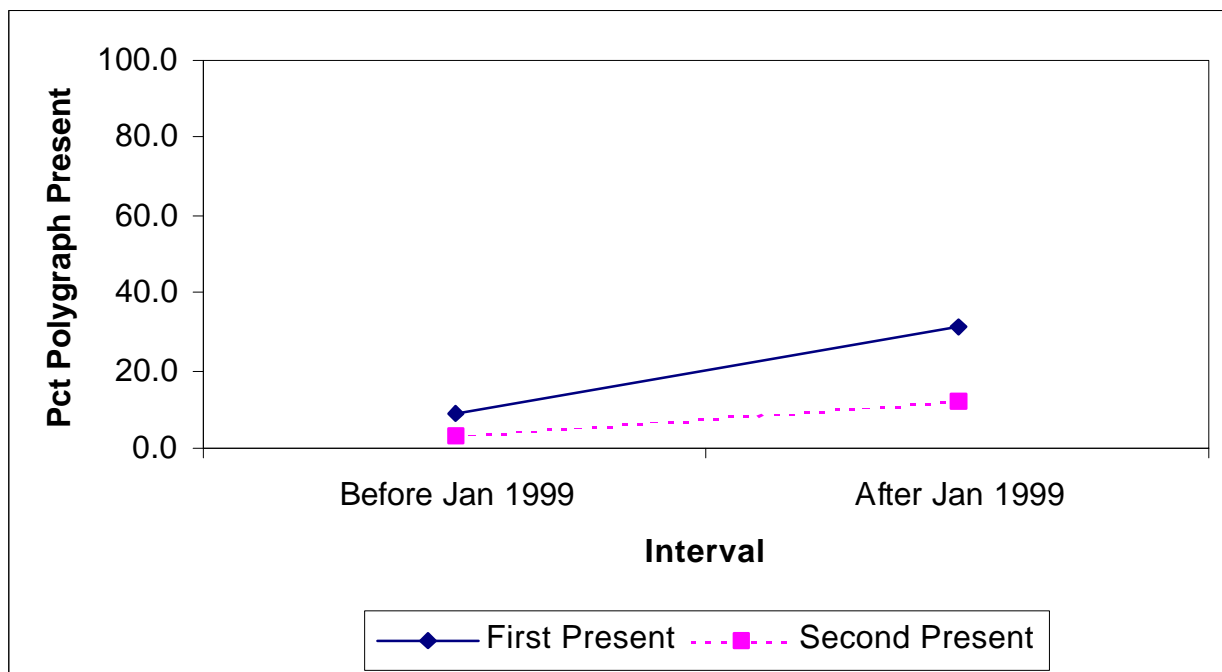


Figure 2f. Percent having polygraphs before and after January, 1999.

Electrophysiologically Assessed Change

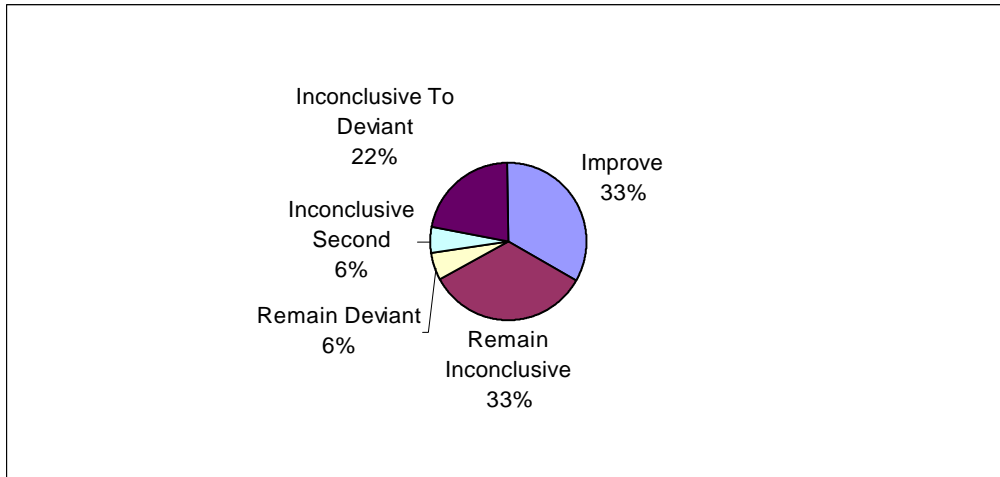
To assess electrophysiologically measured change, all participants in the OSP database who had attended the program (not listed as never attended) were included, for at

total of 121 participants. This group contains included participants than those who left the OSP both before and after January of 1999. The full group was included here to reflect OSP performance across both time periods.

Of these 121 participants there were 38.8% (n=47) who had a pretest plethysmograph, and 14.1% (n=17) who had a post test plethysmograph. There were a total of 17 participants who had matched pretest and post test plethysmograph examinations. Of the 121 participants, there were 29.7% (n=36) who had a pretest polygraph, and 12.4%(n=15) who had a post test polygraph. There were a total of 15 participants who had matched pretest and post test polygraph examinations.

Of the 17 participants who had matched pretest and post test plethysmograph examinations, there were 33% (n=6) who improved, moving from deviant arousal or inconclusive at pretest to appropriate arousal at post test. There were 33% (n=6) who had inconclusive results on both tests, and 6% (n=1) who remained deviant on both tests. There were 22% (n=4) who moved from inconclusive to deviant, and 6% (n=1) who moved from deviant to inconclusive between pretest and post test. Overall, approximately one-third of participants showed improvement as measured by plethysmograph. The small number of participants precludes statistical significance testing with this number of categories. The pretest-to-post test plethysmograph results are displayed in Figure 2g.

Of the 15 participants who had matched pretest and post test polygraph examinations, there were 40% (n=6) who improved, moving from deceptive at pretest to truthful at post test, and there were 33.3% (n=5) who remained truthful on both tests. There were 20% (n=3) who remained deceptive on both tests, and 6.7% (n=1) who worsened, moving from truthful to deceptive between pretest and post test. Out of this small group who had matching pretests and post tests, approximately two-thirds of the participants showed improvement or remained truthful, and only one participant became more deceptive, with one fifth who remained dishonest, as measured by polygraphy. The small number of participants precludes statistical significance testing with this number of categories. The pretest-to-post test polygraph results are displayed in Figure 2h.



2g. Pretest-to-post test plethysmograph results.

Figure

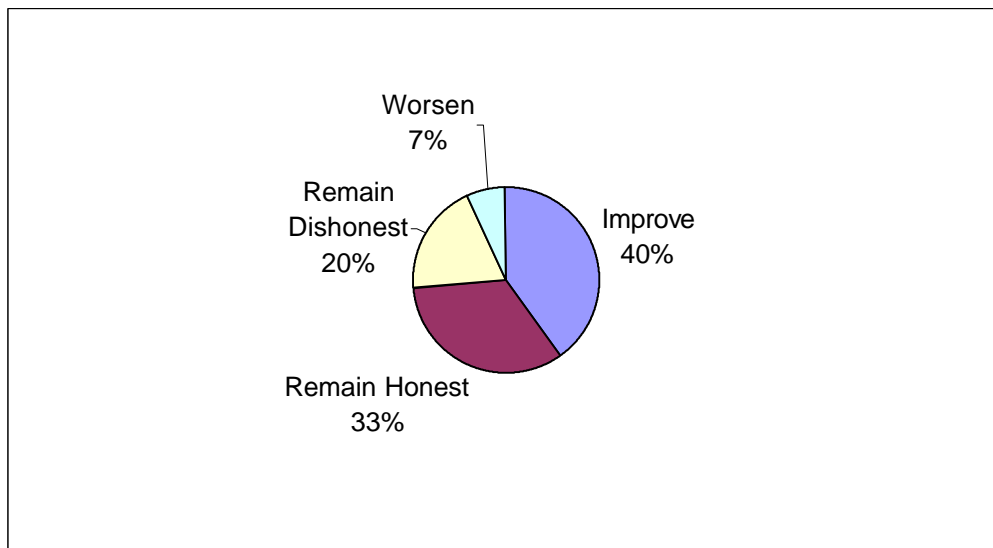


Figure 2h. Pretest-to-post test polygraph results.

Recidivism

To monitor recidivism it was necessary to account for the various amounts of time that offenders had been out of the OSP through graduation, failure, or other reasons. Intervals for follow-up were broken into 12-, 18-, 24-, and 30-month periods from participants' discharge date. Participants must have reached their follow-up interval time before July 1, 2000 or they were moved into the next lowest interval, and charges were counted for that interval. Participants who were discharged for less than one year were excluded from the recidivism

data.

There were five participants in the 12-month interval, including two graduates, one treatment failure, and two who were otherwise discharged. There were 12 participants in the 18-month interval, including seven graduates, four treatment failures, and one who was otherwise discharged. There were 17 participants in the 24-month interval, including three graduates, nine treatment failures, and five who were otherwise discharged. There were eight participants in the 30-month interval, including two graduates, four treatment failures, and two who were otherwise discharged. Recidivism rates for follow-up periods by discharge status were calculated separately for sex offenses and other criminal offenses and are discussed below.

Sex Offenses

During the 12-month follow-up period, graduates and treatment failures did not recidivate with sexual offenses, and one (50%) of the two who were otherwise discharged recidivated sexually. During the 18-month follow-up period treatment failures and those who were otherwise discharged did not recidivate with sexual offenses, and 1 (14.3%) of the seven graduates recidivated sexually. During the 24-month follow-up period no graduates recidivated with sexual offenses, three (33.3%) of the nine treatment failures, and one (20%) of the five who were otherwise discharged recidivated sexually. During the 30-month follow-up period no graduates or otherwise discharged participants recidivated with sexual offenses, and two (50%) of the four who were otherwise discharged recidivated sexually. Although recidivism rates with such small numbers of discharged participants should be viewed cautiously, the data point to an increasing sexual offense recidivism trend for treatment failures, and a decreasing trend for graduates, as follow-up periods lengthen.

Criminal Offenses

During the 12-month follow-up period participants who left the OSP did not recidivate with criminal offenses. During the 18-month follow-up period treatment failures did not recidivate with criminal offenses, one (14.3%) of the seven graduates, and the sole participant who was otherwise discharged recidivated criminally. During the 24-month follow-up period no graduates recidivated with criminal offenses, one (11.1%) of the nine treatment failures, and one (20%) of the five who were otherwise discharged recidivated criminally. During the 30-month follow-up period no one recidivated with criminal offenses. No clear trend about discharge status and criminal recidivism emerges from the data, and it remains true that recidivism rates with such small numbers of discharged participants should be viewed cautiously.

Discussion

Summary of Findings

The OSP functions as it should, providing appropriate long-term treatment to sexual offenders who are supervised in the community. The program enrollment is largely made up of probationers. Throughout the treatment process, participants are intensively supervised, with a regular probation agent, a DRC agent, and an ISAT therapist assigned to their cases. Success in the program requires a significant time commitment from the offender, with offenders taking over 500 days to graduate from the program. Treatment hours, a measure of treatment

dosage, significantly differentiated successful from unsuccessful participants. The combination of treatment duration and treatment hours in differentiating graduates from unsuccessful participants points to program integrity in implementation. This is particularly encouraging since offenders who are referred to the DRC are typically at a higher risk for re-offending.

ISAT placed a new clinical supervisor at the OSP in January of 1999. Before January of 1999 only 10 percent of the participants had been given plethysmographs, and only 9 percent had been given polygraphs. Since the new clinical supervisor began in January of 1999 there has been an appreciable increase in the rate at which electrophysiological assessments were used by the OSP. There were nearly four times as many initial plethysmograph examinations, and over seven times as many follow-up plethysmograph examinations after January, 1999 compared to the rate at which the assessments were given before that date. There were over three times as many initial and follow-up polygraph examinations given after January, 1999 compared to the rate at which they were given before that date. These numbers represent a remarkable improvement over the extent to which the assessments were used.

The small numbers available to evaluate electrophysiologically assessed change warrant a cautious interpretation of the results. Approximately one-third of the OSP participants who had repeated plethysmograph showed improvement, with their assessed arousal patterns moving from deviant or inconclusive to normal. These data should be viewed somewhat cautiously because they are derived from a small sample of participants. The polygraph data were encouraging, with approximately two-thirds of the OSP participants who had repeated polygraphs either remaining or moving to truthfulness. Although the same small numbers caution that applies to the plethysmograph data applies here, the results indicate that this sample of participants is honestly engaged in treatment at the OSP.

The small numbers available to evaluate recidivism also warrant a careful interpretation of the results. The sex offense recidivism data show a general trend of graduates moving toward lower rates of recidivism and treatment failures reaching higher rates of recidivism as the follow-up periods increase in time. There was one graduate who recidivated early, committing a sex offense during the 12-month follow-up period. This case, which deviates from the trend, has no ready explanation, and the criminal offense data show no obvious trend by discharge status. This could be attributed to the lack of adequate numbers of offenders available for assessing longitudinal recidivism trends.

Recommendations

The new supervisor of the ISAT component of the OSP should be credited with substantially increasing the rate of electrophysiological assessments conducted by program staff. The upper administration of ISAT should make every effort to lift the use rate of electrophysiological assessments up to 100 percent for the program level standards. Much progress has been made and this target is within range if the resources are committed.

Future evaluation is needed. Recidivism data can be a weak indicator of success without long-term follow-up, and in the interim, electrophysiological assessment is the best outcome evaluation tool. The rates of electrophysiological assessment, and comparisons of pretest and post test results should be examined annually. Recidivism data should also be tracked, at least until a larger number of participants have been out of the program for five

years.

Given that the OSP serves a definite need for affordable outpatient treatment of sex offenders in the community, it should remain in place. The level of supervision and treatment provided by the combined efforts of the DRC and ISAT are greater than either agency could achieve alone. The program targets probationers and parolees who are discharged into the community, and DRC programming is available for all participants. The program implements a balanced approach to justice, combining offender accountability and intensive competency development for the purpose of public safety.

Salt Lake County Sheriff's Home Electronic Detention (SHED) Program

Participants

General Demographics

There were 574 individuals who participated in the SHED Program between January 1 and December 31, 1999. Participants spent anywhere from one to 247 days in the program, though the average length of stay was 41.4 days. Fifty percent of participants remained in the program for at least 28 days. Participants were 71 percent (n= 407) male and 29 percent (n=166) female. Sixty-seven percent (n=385) of the participants were White, 16 percent (n=92) were Latino, four percent were African American (n=22), and one percent (n=5) each were Native American and Asian or Pacific Islander. Ethnicity was not reported for 11 percent (n=63) of the participants. The average age of SHED participants was 31.9, though they ranged in age from 18 years to 62 years. The participants of the SHED program tend to be a relatively young group of offenders. Twenty-five percent were aged 18-24, 25% were aged 25-30, and 25% were aged 31-37, for a total of 75% of all program participants under the age of 38. Data on SHED participants' gender, age, and ethnicity are displayed in Table 3a.

Gender				Age by Percentile			
Male		Female		25th	50th	75th	
71%		29%		24	30	37	
Ethnicity							
	White	Latino	African American	Native American	Asian or Pacific Islander	Not Reported	
	67%	16%	4%	1%	1%	11%	

Table 3a. Gender, Age, and Ethnicity of SHED Program Participants.

Quantitative Data Collection

Quantitative data were collected from many sources. All SHED participants have a hard copy file including their demographic information, assessment information, and information about program participation. Information about all participants is also held in an electronic data file at the SHED Program's administrative office. These sources were used for statistics about program participants.

An electronic database is maintained by the Salt Lake County Sheriff's Jail Division, which contains a detailed history of bookings, charges, dates of incarceration, special program status, risk assessment scores, and demographic data. This database was used to identify pre- and post-program bookings and days spent in jail for collecting recidivism data.

The control officers at the Oxbow Jail record calls for the SHED program on daily logs, which include the participant's name, source of the call, time of the call, and time that a SHED

officer is contacted. Response time data were gathered from these logs.

Data were also gathered from the SHED Program, the Jail Division, the Utah State GAS Card system, and the Salt Lake County Human Resources and Motor Pool Departments. These data were utilized for the cost avoidance analysis.

Risk Assessment

When offenders are booked into the jail they are all interviewed by a jail staff member and the jail database is searched for offender records. The interview and record search results are used to assess offender risk. Risk assessment is one of the tools used in screening potential participants for the SHED program. The SHED program also considers offenders presenting charges, criminal histories, employment, and living situation when considering them for participation in SHED. This assessment strategy provides the program with a more detailed understanding of their participants while maintaining a low-risk population of offenders within the SHED Program. Three scores were used to assess participants' levels of risk to the community. The overall risk assessment score was based on severity of the current charge, prior convictions, disciplinary action within the jail, history of serious offenses, escape history, alcohol and drug abuse, age, employment, and time in the area. A separate point scale, based on the number and severity of felony convictions in an inmate's history, was also used. Finally, an escape points index, based on history of prior escapes or attempted escapes from custody was used. The evaluators used risk assessment scores to describe the SHED program population.

The evaluators collected data from risk assessments conducted on all SHED participants who were in the program during the evaluation period. The average number of risk points was 256.8, within a range from 4 through 999 risk points. Felony points averaged 18.7, within a range from 0 to 270 felony points. SHED participants had an average of 0.53 escape points, within a range from 0 to 90 escape points. 50 percent of SHED participants had 117 or fewer risk points, and 50 percent had no felony or escape points. The average and median number of risk, felony, and escape points are displayed in Table 3b.

Program Discharge Status

A participant's status at discharge from the SHED program was categorized as either successful or revoked. This status was determined by participants' case management officer and was based on compliance with SHED Program expectations. The evaluation team obtained discharge status information from the electronic database at the SHED administrative offices. If a participant's status was listed as revoked, the reason for revocation was also available from the database.

Risk Assessment Score				
	Average	Low	High	

Risk Assessment Score				
	256.8	4	999	
Felony Points				
	Average	Median	Low	High
	18.71	0	0	270
Escape Points				
	Average	Median	Low	High
	0.53	0	0	90

Table 3b. Risk, felony, and escape points for SHED participants.

There were 494 participants who were discharged from the SHED Program during 1999. Of these 70 percent (n=346) graduated and 30 percent (n=148) had their SHED Program privileges revoked. There were numerous reasons for revocation, but the most common (57% of revoked cases, n= 85) was when participants tested positive for drug and alcohol use through urinalysis tests, which were administered randomly. There were also several participants (20%, n=29) who failed to comply with general program expectations, 15 percent (n=22) who absconded from program monitoring, six percent (n=9) who were charged with a new crime, and two percent (n=3) who violated other probation agreements. All of the participants who escaped from the SHED Program were found and returned to custody, and all but one of these were returned within an average of 72 to 96 hours of their escape. Discharge status and causes for revocation are displayed in Table 3c.

Discharge Status					
	Graduated		Revoked		
	70%		30%		
Revocation Causes					
AOD	Failure To Comply With SHED	AWOL	New Crimes	Probation Violations or Warrants	
57%	20%	15%	6%	2%	

Table 3c. Discharge status and causes for revocation.

Community Work Hours

During 1999, SHED Program participants completed 76,672 hours of work in various municipalities in the Salt Lake Valley. Participants received no monetary compensation for this service to the community. If the participants had been compensated at the minimum wage of \$5.15 per hour, the total payment for these work hours would have been \$394,860.80. It is

encouraging to learn that the work done by SHED Program participants in 1999 represented an added value of over a quarter-million dollars.

Recidivism

The evaluation team used information on participants bookings and days spent in jail before and after participating in SHED to assess the programs impact on public safety. Information on bookings and number of days spent in jail by participants were retrieved from the Jail Division's electronic database. Bookings and days in jail were partitioned into periods of one year before and one year after receiving SHED services. When a new booking occurred during SHED participation, the individual was revoked from the program, and that charge was counted as the first one in the one year post-SHED period.

There were 206 participants who had been discharged from the SHED Program by July 1, 1998, and they constitute a one-year follow-up group at this point in the evaluation. Sixty-one percent of these participants had graduated from the SHED Program and 39 percent were revoked. No significant differences were found between graduates and revokees on their number of bookings or jail days during the one-year follow-up. After statistically accounting for days spent in jail before entering the SHED Program the graduates spent an average of 18.9 days in jail, and the revokees spent an average of 19.9 days in jail during the one year following the program. Similarly corrected averages show SHED Program graduates having an average of 2.9 bookings, and the revokees having an average of 3.3 bookings during the one year following the program. These differences in average bookings and jail days were not statistically significant. Given these similarities, recidivism data will be reported for the whole group of 206 participants, regardless of their discharge status.

Of the 206 participants, 80 had been booked into the Salt Lake County Jail within one year of discharge from the SHED Program, resulting in a 38.8% one-year recidivism rate. These 206 participants had a total of 2,118 bookings into jail during the one year before entering the SHED Program and a total of 643 bookings into jail during the one year following their participation, resulting in a jail booking suppression rate of 30.4 percent. These same participants spent a total of 25,140 days in jail during the one year before entering the SHED Program and a total of 3,972 days in jail during the one year following their participation, resulting in a jail days suppression rate of 15.8 percent.

Jail Bookings

The 206 participants had an average of 10.3 bookings into jail during the year before they entered the SHED Program. Among these same participants, the average number of bookings into jail during the year after being discharged from the SHED Program dropped to 3.1. This difference was statistically significant. These data clearly demonstrate that participants in the SHED Program demonstrated a remarkable reduction in their number of bookings into jail during the year after discharge when compared to their bookings before entering the SHED Program. The difference between pre- and post-SHED bookings is displayed in Figure 3a.

Jail Days

Among the 206 participants, the average number of days spent in jail during the year before they entered the SHED Program was 122. The average number of days participants

spent in jail during the year after being discharged from the SHED Program dropped to 19.3. This difference was statistically significant. As can be seen, participants in the SHED Program demonstrated a remarkable reduction in their number of days spent in jail during the year after discharge when compared to their bookings before entering the SHED Program. The difference between pre- and post-SHED jail days is displayed in Figure 3b.

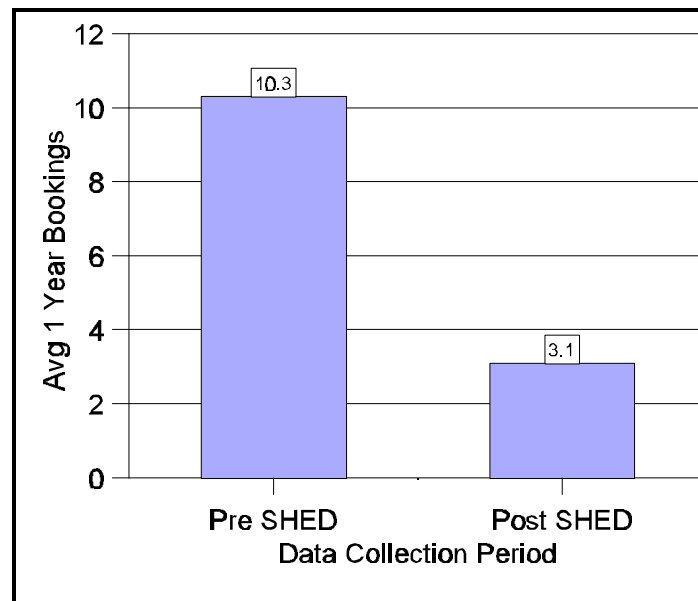


Figure 3a.
Difference between
pre- and post-
SHED bookings.

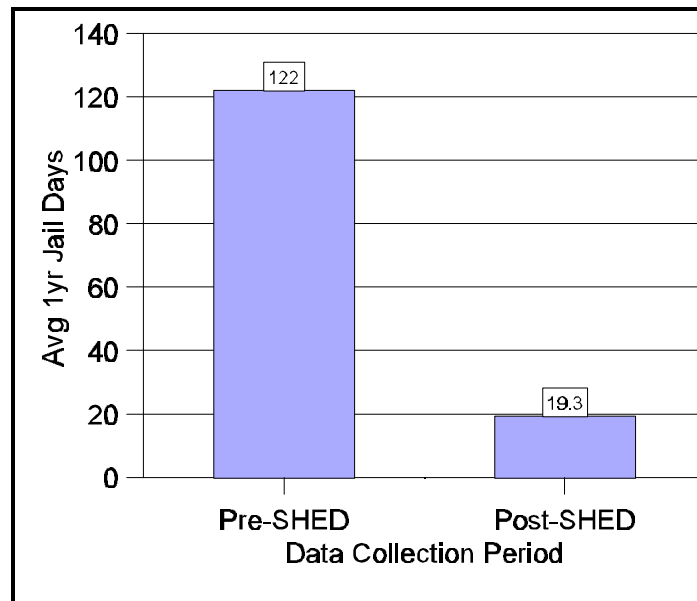


Figure 3b.

Difference between pre- and post-SHED jail days.

Officer Response Time

Officer response time was used by the evaluation to assess how well the SHED program addresses immediate public safety needs. Officer response time data was obtained from the Oxbow Jail control officers' daily logs. SHED Officer response time refers to the time, in minutes, that elapsed between the clock time that a control officer received a call about a participant being out of monitoring range and the clock time that a SHED officer is contacted to respond to the call. These data were collected during the time period beginning May 28, 1999 and ending August 26, 1999, the time period following the expansion of the SHED Program. The program was expanded in order to accommodate more participants and to provide on-site officers during an evening shift. The times that calls were received were broken into time-of-day categories, which include graveyard (0001-0800), day (0801-1600), and evening (1601-2400). These data are compared to the data from the initial interim report on the SHED Program.

The daily call logs list 719 calls from the monitoring company concerning SHED Program participants during the post-expansion study period. There were a total of 55 days in this time period with an average of 13 calls per day. Among these 719 calls, 26 percent were initiated during daytime hours, 70 percent were initiated during evening hours, and four percent were initiated during overnight hours. The average response time was 25.8 minutes, though response times ranged from zero to 192 minutes. Officers responded to 25 percent of these calls in two minutes or less, 50 percent of the calls in nine minutes or less, and 75 percent of the calls in 35 minutes or less.

For comparison purposes, officer response time data were also collected for a time period that occurred before the SHED Program expansion took place. During the time period between October 2, 1997 and February 24, 1998, there were 504 calls logged from the monitoring company. There were a total of 119 days in this time period with an average of 4 calls per day. Among these 504 calls, 29 percent were initiated during daytime hours, 57

percent were initiated during evening hours, and 14 percent were initiated during overnight hours. The average response time was 24.2 minutes, and the response time ranged from zero to 183 minutes. Twenty-five percent of these calls were responded to in three minutes or less, 50 percent were responded to in ten minutes or less, and 75 percent of the calls were responded to in 34 minutes or less.

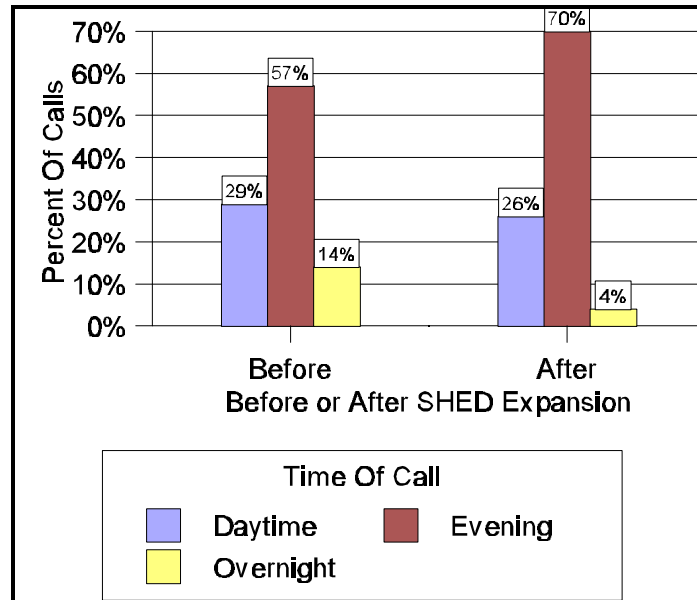


Figure 3c.
Percentages of

calls by time of day.

The pre- and post-SHED Program expansion time periods are compared in Figures 3c and 3d. Percentages of calls from the monitoring company by time of day are displayed in Figure 3c, and response times are displayed in Figure 3d. The volume of calls for these time periods are provided in Table 3d. It is clear that despite an appreciable increase in the volume of calls the response times have remained stable. The addition of an evening shift appears to be a wise investment. The increased volume of calls has likewise increased the percentage of calls that are received during the evening shift hours.

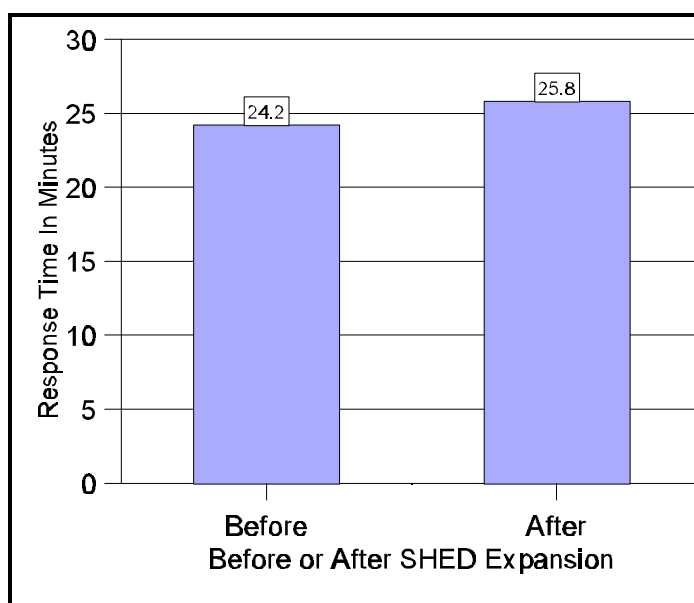


Figure 3d. Response times in minutes.

Volume Indicators	Before Or After SHED Expansion	
	Before	After
Total Calls	504	719
Average Calls Per Day	4	13
Number Of Days In Period	119	55

Table 3d. Volume of calls before and after SHED expansion.

Cost Avoidance

A cost avoidance analysis was used to examine the difference in expenditures between housing an offender at the Oxbow Jail and maintaining them in the SHED Program. Data for this cost avoidance analysis was gathered from the SHED Program, the Jail Division, the Utah State GAS Card system, and the Salt Lake County Human Resources and Motor Pool Departments. The initial costs for bookings and inmate jail days were obtained from the Oxbow Jail administration along with their 1999 expenditure budget figures. These costs were adjusted downward after the costs of operating the SHED Program were subtracted from the Oxbow Jail expenditure budget. The Oxbow Jail and SHED Program 1999 expenditures, accompanied by the inmate service day costs, are displayed in Table 3e.

Costs	Unit	
	Oxbow	SHED

	Unit	
1999 Expenditures	\$7,683,936	\$492,163.49
Booking Per Inmate	\$85.67*	N/A
Inmate Day	\$53.93*	\$23.42
* Adjusted down by 6.4% attributable to SHED costs.		

Table 3e. 1999 Expenditures and inmate service day costs.

Several components were included in determining the expenditures of the SHED Program. Data on staff salary and benefits, the purchase and resale of vans, fuel and maintenance costs, and electronic monitoring equipment were used in these calculations. The various SHED Program expenditure components are detailed in Table 3f.

Item	Cost
Staff Salaries & Benefits	\$370,462.03
Van Purchase (less anticipated resale)	\$34,782.00
Van Fuel & Maintenance	\$7,637.11
Electronic Monitoring Equipment	\$80,892.35
TOTAL	\$492,163.49

Table 3f. SHED Program Expenditure Components.

Jail, SHED, and Booking Costs

The Oxbow Jail 1999 expenditures were \$7,683,936, and the SHED Program 1999 expenditures were \$492,163.49. When the SHED Program expenditures are subtracted from the Oxbow Jail expenditures the adjusted Oxbow Jail expenditure becomes \$7,191,722.51, a reduction of 6.4 percent. The initial Oxbow Jail inmate service day cost was \$57.62 and the initial Oxbow Jail booking cost was \$91.53. When these costs are reduced by 6.4 percent, the adjusted Oxbow Jail inmate service day cost lowers to \$53.93, and the adjusted Oxbow Jail booking cost lowers to \$85.67. These adjusted costs are used for comparisons between Oxbow Jail and SHED Program costs.

Inmate service day costs are calculated by comparing expenditure costs with the number of inmates served. The SHED Program had 21,011 inmate days in 1999, and an expenditure budget of \$492,163.49. Dividing the annual budget by the number of inmate days shows that compared to the \$53.93 it costs to house an inmate in the jail for a day, it costs just \$23.42 per day to have an inmate participate in the SHED Program.

Salaries and Benefits

Staff salaries and benefits totaled \$370,462.03. To arrive at this figure, the specific benefits package costs were calculated as a percent of salary for each staff member and added to the base salary costs. Staff pay for the use of county vehicles that they take home, and this amount is deducted from their gross pay once a month, before their taxes are withheld. At the end of each calendar year the annual vehicle use deductions are reported as salary to insure tax compliance. This figure must be subtracted from SHED Program costs since it represents a cash inflow rather than outflow. The sum of the annual vehicle use deduction across all SHED Program employees was \$1,610.00, and this amount was deducted from the subtotal of the SHED expenditures.

Vehicles

The vans used to transport SHED Program participants to and from work sites are purchased new and resold after two years. The vehicle costs included in this analysis are based on the initial prices of the vans that are currently in use, minus their expected resale values. The total cost for the 3 large vans and 4 minivans used by the SHED Program was \$34,782.00. The purchase price and resale value for each of the seven vans is displayed in Table 3g. Figures from the Utah State GAS Card system show that fuel and oil costs for these vans totaled \$7,637.11 for 1999.

Van Description	Purchase Price	Anticipated Resale Value
1999 15 Passenger	\$23,323.00	\$20,000.00
1999 15 Passenger	\$23,323.00	\$20,000.00
1998 15 Passenger	\$22,974.00	\$20,000.00
1999 Mini Van	\$21,273.00	\$14,000.00
1998 Mini Van	\$19,963.00	\$14,000.00
1998 Mini Van	\$19,963.00	\$14,000.00
1998 Mini Van	\$19,963.00	\$14,000.00
Total Van Costs		
\$34,782.00		

Table 3g. SHED vehicle purchase price and resale value.

Electronic Monitoring Equipment

BI Incorporated, the SHED Program's electronic monitoring equipment provider, charges \$3.85 per inmate day for electronic monitoring services and equipment. For a total of 21,011 inmate days, it cost the SHED Program \$80,892.35 for electronic monitoring equipment and service for 1999.

Avoided Costs

Actual Avoided Costs

Actual avoided costs refer to the difference in expenditures between maintaining an offender at the Oxbow Jail as compared to the SHED Program. It costs \$53.93 per day to house an inmate in the Oxbow Jail, and \$23.42 per day to place an inmate in the SHED Program. The difference between costs is \$30.51 per day. When these individual savings are multiplied by 21,011 inmate days the actual avoided costs total \$640,959.74 for 1999. When we divide the avoided costs by the SHED Program expenditures the result is 1.30. The result is that every Salt Lake County taxpayer receives a 30 percent return on every dollar invested in the SHED Program. Expenditures and avoided costs are displayed in Table 3h.

	Unit		Inmate Day Saving
	Oxbow	SHED	
Inmate Day Cost	\$53.93	\$23.42	\$30.51
SHED Expenditures		Total Inmate Day Savings*	Percent Return
\$492,163.49		\$640,959.74	30 Percent
* Based on 21,011 inmate days.			

Table 3h. Expenditures and avoided costs.

Recidivism and Avoided Costs

Reduction in rates of recidivism is an addition factor to include when calculating avoided costs. However, without a control group of inmates who were eligible to participate in the SHED Program, but who were randomly assigned to remain in jail, one cannot know precisely how much of the participants' reduced bookings and jail days can be attributed to the SHED Program. In the absence of a control group, the following figures are a best estimate of recidivism-based cost avoidance. Participants in the SHED Program who were discharged before July 1, 1998 had a total of 2,118 bookings into jail during the one year before entering the SHED Program and a total of 643 bookings into jail during the one year following their participation, resulting in a jail booking reduction of 1,475. With a booking cost of \$85.67 these reduced bookings net an avoided cost of \$126,363.25. These same participants spent a total of 25,140 days in jail during the one year before entering the SHED Program and a total of 3,972 days in jail during the one year following their participation, resulting in a jail days reduction of 21,168. With an inmate day cost of \$53.93, these reduced jail days net an avoided cost of \$1,141,590.24. When the booking and jail day figures are summed, the estimated total avoided costs based on recidivism are \$1,267,953.49. The avoided costs based on recidivism are displayed in Table 3j.

Bookings Cost Avoidance				
Total Bookings One Year Pre-	Total Bookings One Year Post	Difference In Number Of Bookings	Cost Per Bookings	Booking Costs Avoided
2,118	643	1,475	\$85.67	\$126,363.25
Jail Days Cost Avoidance				
Total Jail Days One Year Pre-	Total Jail Days One Year Post	Difference In Number Of Jail Days	Cost Per Jail Day	Jail Days Costs Avoided
25,140	3,972	21,168	\$53.93	\$1,141,590.24
Total Recidivism-Based Cost Avoidance				\$1,267,953.49

Table 3j. Avoided costs based on recidivism.

Discussion

Summary of Findings

It appears that the SHED Program is functioning as intended, and may serve as an example of the restorative justice model in action. The restorative justice model posits a balancing of competency development, accountability, and public safety as a preferred approach for communities to take. The SHED Program develops participants' competency by providing work experiences and responsibilities that require self-structuring, a basic skill necessary to function effectively in society. SHED participants are held accountable for their actions through supervision and monitoring, with strong sanctions (e.g.; revocation of electronic monitoring release and a return to jail) for failure to comply with program expectations. The data for pre-to post-program reductions in charges and bookings, as well as for officer response times, appear to support the public safety benefits of the SHED Program.

Replication: Operant Conditioning

One vehicle for understanding how the SHED Program impacts the participants is through the model of operant conditioning. The operant conditioning model posits that the delivery of positive reinforcement, negative reinforcement, and punishment, subsequent to a targeted behavior, has the effect of shaping, maintaining, or extinguishing that behavior (Kazdin, 1984).

Positive reinforcement occurs when a reward is delivered for a behavior or set of behaviors, leading to an increase in the desired behavior. When this concept is applied to the SHED Program, the physical freedom to live at home, rather than in jail, may be a positive reinforcer awarded for socially acceptable behavior, or at least behavior that conforms to the SHED Program expectations. It also appears that possibilities for social reinforcement are increased, both from participants' natural environment and from the SHED officers. These positive reinforcers appear to have the effect of increasing appropriate positive societal

participation, such as attendance at Sheriff's Inmate Labor Detail work sites or jobs in the community, and compliance with societal limits.

Negative reinforcement occurs when a continuously present aversive stimulus or event is removed as a result of a target behavior's presence, leading to an increase in the target behavior. In applying the concept of negative reinforcement to the SHED Program, jail incarceration can be considered the continuous aversive event. Jail incarceration is removed in response to inmates' adherence to appropriate social behaviors, and those behaviors are maintained by the incarceration remaining removed. There is also the threat of re-incarceration, or restoration of the aversive event, if the positive behavior ceases.

Punishment occurs when an aversive stimulus or event is imposed in response to a targeted undesired behavior. In the SHED Program, the aversive event is again jail incarceration, and the undesired behaviors include violation of program expectations. Examples of the undesirable behaviors include using substances, eloping from pre-approved locations, acquiring new criminal charges, and refusing to participate in SILD or other employment.

The SHED Program employs operant conditioning using these three contingent responses. Jail time can serve as both a punishment by its imposition, and as a negative reinforcer by its removal. One limitation in applying this framework to the SHED Program is that one cannot assume that the identified reinforcements and punishments are uniform in their effect on each individual SHED participant.

Future Directions for SHED

The SHED Program is exceptionally effective in ensuring public safety. The program accomplishes this through stressing participants' accountability, while providing opportunities for competency development. Competency development in the SHED Program focuses primarily on developing good work habits, which are shaped through operant conditioning processes. The SHED staff members appear to be unified in their perspective, practices, and commitment to the program. They may benefit from some formal training in operant conditioning and functional behavior analysis for the purpose of refining what they effectively do already.

The growth in personnel and other resources has enabled the program to continue to provide a high quality service to an expanding population. Quality maintenance has been demonstrated in at least three ways. First, the SHED Officers' response times to calls about inmates being out of monitoring range remains almost identical to the initial evaluation, when the program monitored fewer inmates. Second, the inmates' reductions in bookings and jail days after participating in the program is remarkable. Third, the program's focus on inmates developing a sense responsibility continues, as evidenced by the thousands of work hours completed by inmates and a high graduation rate

The SHED Program proved to be cost-effective. With expenses totaling \$492,163.49, the program avoided \$640,959.74 in inmate housing costs during 1999. These figures were based on hard costs, and did not include savings based on recidivism or the added value of inmates' work hours. Avoided hard costs gave Salt Lake County taxpayers a 30 percent return on their investment in the SHED Program.

The SHED Program is highly effective in protecting public safety. The program teaches responsible behaviors to inmates and rewards their compliance with program expectations. The program also promotes public safety by punishing inmates who do not comply, by imposing re-incarceration and quickly capturing those who escape. The program saves taxpayer dollars by avoiding the costs of housing inmates while accomplishing these goals. The SHED Program should continue, as it is a well-implemented, balanced approach to correctional overcrowding, which benefits all citizens of Salt Lake County.

Evaluation Summary

Program Results

Each of the programs funded by the Byrne grant has added data collection elements to their routine practices to assist in program evaluation. The Juvenile Drug Court has incorporated CBCL and Risk and Protective Factor Surveys into their routine assessment protocols. The Outpatient Sex Offender Program supervisor has been using a referral tracking form for electrophysiological assessments, and this contributed to a substantial increase in the rate that the assessments were conducted. The SHED Program implemented an electronic database to track participants, and they use the data for quarterly reviews of their program. The use of additional data collection tools appears to have oriented all three programs toward ongoing self-evaluation and using data to make program decisions.

The Juvenile Drug Court program clearly serves its intended population. Participants are largely youth who have drug or alcohol offenses (isn't it only one offense?) and minimal criminal histories. They are usually not advanced in their substance abuse to the point of chemical dependency. Participants in this program are exposed to more substance abuse risk factors and fewer protective factors than are youth in the general probation population. Program graduates have markedly less alcohol and drug recidivism over three years than do dropouts or members of a comparison group, and though this pattern is not as pronounced for other criminal offenses, the trend is in the same direction, especially for felony arrests. Juvenile Drug Court graduates did not penetrate Utah's juvenile justice system to the extent that dropouts or comparison group members did, with no graduates moving into Division of Youth Corrections custody during the study period. Both dropouts and comparison group members were placed in custody at higher rates than expected for their populations. The system penetration data indicate that the Juvenile Drug Court meets the diversion goal.

The Outpatient Sex Offender Treatment Program (OSP) data reflect program integrity. Specifically, graduates spent at least twice as much time in completing the program as did those who failed or who were discharged for other reasons. Graduates participated in weekly group, individual, and psycho educational treatment sessions at significantly higher rates than did treatment failures and those who were discharged for other reasons. Recidivism data show an initial trend of increasing sex offense recidivism for failures and a decreasing trend for graduates as follow-up periods increase. However, recidivism data for follow-up periods that are not extensive (e.g; less than five years) are not the best indicators of program success, so the available data for up to 30 months must be interpreted cautiously. Over a third of OSP participants showed improvement in their arousal patterns as measured by penile plethysmography, and nearly half of the participants became more truthful about their offenses and supervision compliance as measured by polygraphy. During the time period between the interim and final evaluation reports, ISAT placed a new program supervisor at the OSP, and she substantially increased the rates at which electrophysiological assessments were used.

The SHED Program has met its goal of maintaining public safety at a reduced cost. SHED participants had significant decreases in jail bookings and days spent in jail at one year follow-up. SHED officers' average response time to calls about participants' electronic monitoring violations remained under 30 minutes throughout the evaluation. Despite a substantial program expansion, which resulted in an increase in the average number of daily calls from 4 to 13, the response times did not significantly differ. In January of 2000 it cost nearly \$54 to house an inmate in the jail for a day, while it cost just slightly over \$23 to

maintain a SHED participant for a day. The costs avoided by placing participants on electronic monitoring resulted in a 30 percent return on each dollar invested in the SHED program.

Partnership Results

Partnerships were developed with the programs that were evaluated. In addition to increasing capacities for data collection and self-evaluation, advocacy activities were part of the relationship for at least two programs. Interim evaluation data were used to leverage additional funding for the Juvenile Drug Court from Salt Lake County, and a member of the evaluation team presented evaluation data to the Utah State Legislatures' Committee on Substance Abuse. Data from the SHED Program final evaluation report were presented to the Salt Lake County Commission, and were influential in the Commissioners' decision to fully fund the SHED Program as a permanent part of the Salt Lake County Jail system.

Relationships focusing on data collection were forged between the University of Utah Social Research Institute and various agencies' data collection units during the Byrne Partnership Evaluation Program. A partnership with the Utah Division of Youth Corrections was strengthened, and evaluation team members have collaborated with the division on other projects. A partnership with the records division of the Salt Lake County Jail was initiated during the Byrne Program, and this relationship has expanded to include other projects. A partnership with the billing and records office of ISAT began during the Byrne Program, and the evaluation teams treatment of ISAT data will hopefully encourage data sharing for subsequent evaluators. The Byrne Partnership Evaluation Program stimulated the forming and fortifying of partnerships between researchers that have already expanded beyond the original scope of the Byrne Program.

A member of the evaluation team has given invited presentations at the U.S. Department of Justice Annual Research and Evaluation Conference in Washington, D.C. during each year of the Byrne Partnership Evaluation Program. An invited presentation was also given at the 1998 Byrne Regional Partnership Meeting in Oakland, California. A member of the evaluation team also co-presented at the 1998 Utah Commission on Criminal and Juvenile Justice Annual Conference, focusing the discussion on developing outcome measures within a restorative justice framework. These dissemination activities have enhanced U.S. Department of Justice perceptions of how the Utah Commission on Criminal and Juvenile Justice and the University of Utah work collaboratively. Evaluation activities over the past three years have strengthened the working partnership between the Utah Commission on Criminal and Juvenile Justice and the University of Utah Social Research Institute.